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SERVICE CANADA ANNUAL REPORT 2002-2003: A YEAR IN TRANSITION

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EXECUTIVE SUMMARY

The Service Canada initiative underwent a critical transformation during 2002-2003 that included changes in how it is governed and managed, a reduction in the number of partner departments and agencies involved, and a significant expansion of the access centre network. The changes reflect an evolution from the pilot project phase under the lead of Treasury Board Secretariat to a service that, while still not fully developed, has established a firm foundation upon which to move forward. This report details how and why Service Canada transformed itself the way it did over the past year, what has been accomplished by the changes, and how the access centre network has performed during this period of transition and expansion.

A NEW PARTNERSHIP

- The Service Canada initiative Developmental Phase was a pilot project led by Treasury Board Secretariat (TBS) that was intended to test various approaches to delivering one-stop access information services in-person, over the Internet, and by telephone. The Developmental Phase came to an end on March 31, 2002.
- Citizens had responded favourably to one-stop access during the pilot project, and many valuable lessons had been learned about integrating service delivery across channels and across government. Prior to the end of the Developmental Phase, a number of departments and agencies expressed interest in ensuring that the value of the initiative was not lost, and that the core of the in-person access centre network was retained. In addition, there was strong interest in seeing the network expanded further to the extent possible by leveraging existing infrastructure and resources.
- A new partnership arrangement was worked out that came into effect on April 1, 2002. It included:
  - Human Resources Development Canada (HRDC) assuming responsibility for managing an access centre network involving fewer host departments and agencies;
  - Communication Canada continuing to lead communication and marketing in support of multi-channel, one-stop access and providing a linkage between the in-person network and the Canada Site (canada.gc.ca) and the telephone channel (1 800 O-Canada);
  - TBS continuing to provide the lead on service delivery policy and managing overall relations among Service Canada partners.
- Management of day to day operations of the access centre network was successfully transferred from TBS to the Service Canada Project Office (SCPO) established by HRDC.
- The Service Canada Operations Committee was established as a forum for partners in the initiative to resolve operational management issues. The membership of this committee includes director general level representatives of HRDC, Communication Canada, TBS, Canadian Heritage, Canada Post, and the Rural Secretariat.
- The Service Canada Operations Committee makes recommendations to a deputy minister level Service Canada Partners' Committee comprised of the Secretary of Treasury Board (Chair), the Deputy Minister of HRDC, and the Executive Director of Communication Canada.

THE NEW SERVICE CANADA NETWORK

- A total of 59 access centres were initially retained from the pilot network, including 39 operated by HRDC, 8 by Canadian Heritage, and 12 by Canada Post. Six of the Canadian Heritage locations withdrew from the Service Canada network at the end of March 2003, after the department concluded that it could no longer afford to support their operation.
- The Service Canada network has now grown to a total of 223 access centres of which HRDC operates 64, Canadian Heritage operates 3, and Canada Post operates 156.

- There are three types of access centres in the new network.
  - HRDC operates 63 ***full service access centres*** at which staff are available to assist clients with finding information on over 1,000 Government of Canada programs and services. Coaching on the use of the Internet to find information is also available to clients, or they may use free public access computers that connect them to the Canada Site on their own. Full service access centres also have public access telephones to connect clients to 1 800 O-Canada and other government toll free call centres, and a display of most frequently requested free government publications and forms.
  - ***Specialty access centres*** cluster and integrate services directed to a particular client segment. Canadian Heritage manages the Government of Canada's participation in a single window initiative in Manitoba that integrates the delivery of federal, provincial and municipal services to the French language population in three communities. HRDC operates a specialty access centre in Montréal that integrates services directed to youth.
  - Canada Post operates a third type of access centre in 156 corporate post offices. These ***satellite access centres*** are equipped with Internet computers and have a reduced list of frequently requested forms and publications. Limited staff assistance is available to clients on an "as-available" basis.

FINANCIAL ARRANGEMENTS

- During the Developmental Phase, Service Canada access centres had been funded by TBS. No further funding would be available past the end of the Developmental Phase; therefore, Service Canada partners had to leverage existing infrastructure and reallocate internal resources in order to continue with the initiative.
- HRDC reallocated $4.5M in each of 2002-03 and 2003-04 to support its commitments to operate and expand the network.
- Canadian Heritage had funding from Treasury Board to manage the Government of Canada's participation in the Manitoba Single Window initiative until March 2004. In addition, the department reallocated internal resources which allowed it to continue operating six of its other pilot access centres until March 2003.
- Canada Post agreed to operate its access centres until at least December 2003, and to convert Community Access Program (CAP) sites within many of its corporate post offices into Service Canada access centres.
- The Rural Secretariat of Agriculture and Agri-Food Canada contributed $300,000, and FedNor contributed $150,000 to support the establishment of 44 new access centres in rural Canada. These funds were transferred to HRDC which transferred $300,000 of the total to Canada Post to support the opening of 20 of the new rural access centres.

PROFILE OF THE NEW SERVICE CANADA NETWORK

- With expansion to 223 locations, Service Canada has been able to establish a presence in every province and territory, and within every significantly populated sub-region of the country. However, the distribution remains somewhat inequitable when compared to the distribution of population. This is largely the result of the manner in which the network was assembled from what each partner was able to provide given the limited resources available.
- The new network has significantly improved Canadians' access to one-stop, in-person information services. Over 24 million Canadians, or 80% of the population, reside within 50 kilometres of a Service Canada access centre. However, there are wide variations in the population coverage among provinces and territories.
- At the urging of the Rural Secretariat, Service Canada partners agreed to set a target of having at least 30% of access centres in all regions located within small and rural communities with a population of less than 20,000. Nationally, 103 of the 223 sites (or 46%) are located in small and rural communities. Thirty-five (16%) are located in medium sized communities, and 85 (38%) are located in large urban communities.
- The commitment to small, rural communities, however, does not necessarily address the special needs of remote, northern communities. Many of these communities exceed the 20,000 population limit, but do not necessarily have reasonable access to in-person government services.

- Approximately one-third (75 of 223) of the access centres offer personal service to the public in both official languages. In addition, all publications and forms distributed through access centres, and services accessed electronically through the Canada Site or 1 800 O-Canada are available in both official languages.

- The Commissioner of Official Languages released a report on the Government of Canada's single window initiatives in January 2003. With respect to Service Canada, the report was very positive and supportive of the single window concept. The Commissioner was satisfied that official language requirements had been taken into account in the development of the network, and that HRDC was taking appropriate actions to deal with the particular issues raised in the report.

MARKETING AND PROMOTION

- During the Developmental Phase, Service Canada was promoted as an "umbrella" for multi-channel, one-stop access to the Government of Canada. This has changed under the new partnership so that Service Canada is now associated with the in-person channel only. Service Canada access centres are one of three one-stop access portals offered to Canadians under the banner of the Government of Canada: 1 800 O-Canada; canada.gc.ca; and Service Canada access centres.

- Common design elements for promoting the three one-stop access portals are now being used by both Service Canada and Communication Canada. These include the "Call – Click – Visit" icons as well as the rolling flag and "Services for you" tag line.

- Access centres have continued to be active and creative in finding ways to promote their services through low-cost, locally arranged and delivered undertakings. During the past year they undertook over 2,200 promotional activities.

PERFORMANCE RESULTS FOR 2002-2003

- In spite of a reduced network during the first three quarters of 2002-2003, the number of clients served at Service Canada access centres actually increased by 14.1%.

- The fourth quarter was the first reporting period for which results were obtained from the new satellite access centres. They generally reported very modest client volume, which for a new service offering is not surprising given the low key promotion of the service.

- For 2002-2003 as a whole, HRDC access centres reported an average volume of 234.8 clients per month, compared to 260.1 clients per month for Canadian Heritage access centres, and 75.2 clients per month for Canada Post satellite access centres.

- Access centres in large urban communities averaged 516.8 clients per month, compared to 284.9 clients per month in medium sized communities and 92.8 clients per month in small and rural communities.

- When client volume is related to the population within a 50 kilometre radius, a community impact rate (CIR) is calculated. The average CIR for the network in 2002-2003 was 8.3%; the average for large urban centres was 1.1%; for medium centres it was 5.4%; and for small and rural centres it was 13.9%.

- There are significant differences in the services being used by clients depending on the host department of the access centre. HRDC clients were more likely to use the Internet, either on their own or with assistance. Canadian Heritage clients were more likely to receive personal assistance, and Canada Post clients were most likely to obtain a publication.

- Approximately 18% of Service Canada clients are provided with a referral to another jurisdiction in order to pursue their service need.

- Clients are seeking information on a wide range of subjects. Personal identity cards, employment and training, financial assistance, travel, and taxes are the leading subjects of interest to Service Canada clients.

- A major survey of single window clients conducted in 2001 (Clients Speak) found higher than average satisfaction levels among Service Canada clients. These high ratings have been confirmed from the results of comment card analysis during 2002-2003.

OPERATIONAL ISSUES

- A total of 26 access centres were visited during the past year as part of a site monitoring program. The primary issues arising from these visits were: the availability of trained staff to assist clients with their information needs; computer configurations and Internet filtering/security; variations in signage; commitment to client feedback mechanisms; and resources to support promotional activities.
- Access centre staff provided generally high ratings of the support they received from the Service Canada Project Office (SCPO); however, the areas of greatest concern included performance management and support for promotional activities.
- The SCPO together with HRDC Service Canada Regional Coordinators completed a Service Improvement Plan which will be used as a fundamental planning document guiding the development of operational plans and budgets for 2003-2004.

LOOKING FORWARD

- Over the past year, Service Canada has made the transition from pilot project to a nation-wide network of one-stop, multi-channel, in-person access centres. Operational management of the network has been successfully transferred and integrated into the line operations of HRDC and its partners.
- There is general consensus that the Service Canada model has been successful in improving access to information on government programs and services, and has potential to address Canadians' demand for single windows.
- The initiative is poised to move forward in terms of further development of the service offering and expansion of the network; however, currently only information and referral services are offered, the availability of personal assistance is limited, and the access centre network is only partly developed.
- To move forward, critical decisions are required regarding the government's service delivery vision, the place of in-person one-stop access, the integration of the Service Canada initiative with HRDC's Modernizing Service for Canadians, and finding sustainable sources of funding.

BACKGROUND

a. The Origins of the Service Canada Initiative

THE SERVICE DELIVERY CHALLENGE

The Government of Canada has focussed its attention on improving the delivery of services to the public on several occasions over the past quarter century. In 1977, the Task Force on Service to the Public identified the need to provide assistance to citizens trying to find their way among a multitude of government departments and agencies. Its legacy included the creation of the nation-wide call centre first called Reference Canada, and now known as 1 800 O-Canada. Other initiatives over the years included: Public Service 2000 (1989) and the subsequent Service Standards initiative (1992); the Info Centre initiative (1992); the Quality Services initiative (1995); the Deputy Ministers Task Force on Service Delivery Models (1996); and initiation of the Citizen-Centred Service Network (CCSN) in 1997 by the Canadian Centre for Management Development.

Citizens First (1998) was the inaugural publication arising from the CCSN's research activities. This groundbreaking report, and the update Citizens First 2000, provided new benchmarks from a citizen's perspective to measure the performance of government services. This research was complemented by other studies, including the Rethinking Government studies conducted by EKOS Research Associates (1997, 1998), and an extensive series of rural dialogues conducted in 1998 by the Rural Secretariat of Agriculture and Agri-Food Canada.

Together these studies documented a range of challenges and frustrations faced by citizens when accessing government services. They highlighted citizens' expectations for timely, quality service, and suggested that new ways of organizing access to services were needed. These new approaches would be built upon principles of one-stop shopping and the clustering of services around life events (e.g. birth, death, education and training, change of employment status) or demographic groupings (e.g. youth, seniors, aboriginals). In addition, the studies showed that citizens expected a choice of channels for accessing services. While there is great interest in developing electronic service delivery, the telephone channel remains the most frequently used. Furthermore, citizens want personal assistance to be available, either over the phone or from in-person offices.

On May 28, 1998, Treasury Board directed Treasury Board Secretariat (TBS) to examine options for a new integrated approach to federal government service delivery. An interdepartmental working group was created that was charged with the responsibility of developing recommendations for an integrated, multi-channel, one-stop approach to federal service delivery that would be called Service Canada. The working group reported to Treasury Board in November 1998.

FOUNDING PRINCIPLES AND OBJECTIVES

The Service Canada Working Group proposed a vision statement for Service Canada that was expressed as follows:

> To provide Canadians with one-stop access to the services of the "whole of government", and to deliver those services in a fast, reliable, convenient and cost-effective manner. As the main delivery point for many federal programs, Service Canada would be recognized across the country as a familiar and trusted 'face' of the federal government.[1]

The working group proposed that Service Canada proceed in three phases. The Planning Phase would proceed immediately and would produce a strategic business plan, providing a long-term framework for achieving citizen-centred service delivery. Treasury Board Ministers endorsed the proposal and directed the working group to proceed to develop such a plan. The Service Canada Strategic Business Plan submitted in May 1999 described the objectives, activities and management processes that would guide the Developmental Phase, originally planned to run from May 1999 to April 2000.

Service Canada was challenged with addressing key issues in the improvement of service delivery to citizens. Four strategic objectives for the initiative were subsequently developed, which can be stated in brief as follows:

- Improving citizens' access to Government of Canada programs and services based upon a multi channel, one-stop strategy
- Promoting citizen-centred service delivery to make the needs of citizens the primary organizing principle
- Improving the presence and profile of the Government of Canada as a deliverer of services; and
- Establishing and strengthening horizontal partnerships across the Government of Canada, and among all levels of government, to improve the efficiency of the extensive existing government service delivery infrastructure.

In addition, the Service Canada Strategic Business Plan was framed by a set of guiding principles for the Service Canada initiative that were derived from research into citizen needs, and influenced by the experience of service providers consulted during the planning process. These principles were described as follows:

Responsiveness to Citizen Needs
The services offered will be those which citizens want to receive through a one-stop service centre, and Service Canada will be pro-active in finding ways to overcome technical and administrative barriers where necessary to respond to citizen needs.

Integration
Focus will be on providing the broadest spectrum of federal information and services with vertically integrated services as an important secondary objective.

Commitment to Choice
Citizens will be offered maximum choice in the channels they use to access federal information and services through Service Canada. They will also retain the option of accessing direct channels into program departments without going through a Service Canada point of service.

Support for new Electronic Service Delivery (ESD) opportunities
The development of easily accessible new tools is needed to accelerate the acceptance of more efficient and effective electronic service delivery. Service Canada can also support this transition by actively promoting these new approaches and by coaching citizens in their use.

Complementary Channels
Although the nature of the service delivered through each channel is tailored to its particular strengths, Service Canada is committed to ensuring that all channels are complementary. This means that while the scope and structure of the service may vary between channels, the information and services will be derived from common data sources and systems.

Commitment to Continuous Improvement
Service Canada will continuously monitor and respond to service delivery issues and opportunities.

Federal Visibility and Presence
Service Canada will become a familiar and trusted face of federal service delivery, reaching into all areas and communities of interest. Establishing a common look and feel is a key building block of visibility and presence.[7]

b. The Service Canada Developmental Phase

The Service Canada Developmental Phase included work on several fronts, coordinated by a Service Canada Implementation Team at TBS. This group played a significant role in pursuing service delivery policy research, promoting a client-centred focus, developing approaches towards service and channel integration, and developing a co-ordinated approach for the marketing and promotion of Government of Canada services.

Of particular significance to the future of in-person one-stop service, the Implementation Team developed partnerships with key federal departments (HRDC, Canada Customs and Revenue Agency, Industry Canada, Public Works and Government Services Canada) to establish a basic network of Service Canada access centres across Canada. Partnerships were also sought with Canada Post, regional Rural Teams in conjunction with the Rural Secretariat of Agriculture and Agri-Food Canada, and with federal councils. In addition, 40 departments and agencies were invited to submit pilot project proposals.

The purpose of the Developmental Phase was to pilot and evaluate different approaches to service delivery. As a result, there was not one model for Service Canada access centres; there were many. TBS signed partnership agreements with nine different departments and agencies, and many of these in turn established access centres under arrangements worked out with a variety of other governmental organizations. At its peak, the pilot project had 122 access centres operating in everything from Human Resource Centres to municipal libraries to Community Future Development Corporation offices to Canada Post offices.

In its initial stages, Service Canada access centres were intended to be an information service; the in-person equivalent to 1 800 O-Canada and the Canada Site. The hope was that the electronic channel would become the enabling foundation for continued development of the service offering. As the electronic channel was developed to permit clients to complete service transactions, such as submitting applications on line, the in-person channel could improve access to a broader range of services. Service Canada could facilitate the bridging of the digital divide by offering free Internet access and coaching and path-finding services.

The results and evaluation of the Developmental Phase were reported in detail to Treasury Board Ministers in October 2001 in a report titled *The Service Canada Initiative Developmental Phase Report*, 1999-2001. The Service Canada initiative had been established as a pilot project, and upon submitting its final report, the Developmental Phase began to wind up. A great deal had been learned from the pilot project, and several departments and agencies expressed a desire to continue with Service Canada beyond the scheduled end of Developmental Phase on March 31, 2002. As a result, a series of discussions were held among interested parties that would see Service Canada move into a new phase starting in April 2002.

c. A New Strategic Partnership

Among the conclusions in the Developmental Phase Report, it was suggested that:

> To move forward it will be necessary to develop an integrated, multi-channel network with a single operational hub and a manageable number of partners as well as links between policy, operations and communications.
>
> It will be essential to link with Government On Line (GOL), with Service Canada playing a key role in the transition to e-government and GOL providing the core service content for the network.[3]

It was precisely with this aim in mind that Human Resources Development Canada (HRDC), TBS, and Communication Canada came together to establish a new strategic partnership arrangement that would continue the Service Canada initiative beyond the end of the Developmental Phase. In discussions held with the departments and agencies that had participated in establishing the pilot project network, TBS had determined that there was sufficient interest and support among key players to maintain a significant number of pilot project access centres, and indeed, to consider opening several new access centres. The intent was to preserve a core network of one-stop in-person centres for a period of two fiscal years. This would provide the Government time to consider what place one-stop service would have in the long-term Government of Canada service vision.

These discussions culminated in the signing of a Service Canada Partnership Agreement on March 28, 2002. The Agreement was signed by the Deputy Minister of HRDC, the Secretary of the Treasury Board, and the Executive Director of Communication Canada. It set out the general framework for the management of Service Canada, and broadly defined the roles of the key partners. The provisions of the agreement, together with a number of subsequent arrangements that were worked out with other interested departments and agencies, were given formal approval by Treasury Board Ministers on December 12, 2002.

The new strategic partnership for multi-channel one-stop access to the Government of Canada's programs and services came into effect on April 1, 2002.

d. Roles and Responsibilities of the Partners

Under the new arrangements, HRDC agreed to assume the role played by TBS during the Developmental Phase of taking the lead responsibility for managing the in-person Service Canada network. In addition to hosting access centres within its own offices, HRDC provides overall direction and support to the full network, which includes access centres hosted by other departments and agencies. Six of the nine partner departments and agencies hosting pilot Service Canada access centres during the Developmental Phase decided that they would be unable to continue with the initiative. However, between HRDC, Canadian Heritage and Canada Post there was sufficient commitment and support to keep operating 59 access centres, almost half of the pilot network.

Each of the three access centre hosting partners brings an important and unique contribution towards continuing the Service Canada in-person network. HRDC has the most extensive network of full service local offices across Canada of any federal line department. Canadian Heritage has responsibility for advancing the principles of the Official Languages Act in the delivery of service to the public, and for fostering Canadians' understanding of their country and its many cultures. Canada Post has by far the largest office network of any public or private organization across Canada, reaching thousands of small rural and remote communities where no other public service agency of any kind has a presence.

The service offering at Service Canada access centres continues to be strongly linked to the Government of Canada's other one-stop access portals. Communication Canada continues to manage the government's Internet portal (canada.gc.ca) and its toll-free general enquiry centre (1 800 O-Canada). In addition, Communication Canada contributes resources towards the training of Service Canada service providers, and continues to lead communication and marketing activities in support of multi-channel one-stop access, including the new in-person network.

Treasury Board Secretariat continues to provide leadership and policy advice on improving service to Canadians, including one-stop service, and manages overall relations among Service Canada partners.

Further explanation of the roles and responsibilities of the three key Service Canada partners is found in Appendix 1.

e. Retaining the Core Pilot Network

Collectively, the remaining partner departments and agencies had to determine if they had the ability to continue with Service Canada in the absence of the management, technical and financial support that had previously been provided by TBS. In addition, each needed to determine if continuing with Service Canada was consistent with the legal authority and mandate established by Parliament for their respective organizations. With HRDC agreeing to assume the network management and support functions previously provided by TBS, Canadian Heritage and Canada Post were primarily concerned with the direct operating costs of their access centres.

HRDC had managed 39 access centres during the Developmental Phase. Most of these (31) had been established within Human Resource Centres of Canada (HRCC); one was a specialty centre for youth in Montréal called Café Jeunesse; and seven other centres were established in non-federal offices through a variety of partnership and contract arrangements. The latter centres were comprised of five access centres that had been part of the pilot community network on Cape Breton Island, and two access centres in small communities in the Yukon. HRDC committed to funding all 39 of its pilot access centres for two fiscal years, through to the end of March 2004.

Canadian Heritage had been responsible for nine access centres during the Developmental Phase. These were operated under several different arrangements. Five of the centres had been established as co-locations with the Department's own Canada Place initiative. Service Canada funding from TBS had helped to support the operation of these centres in major metropolitan cities. One access centre (Montréal), however, had to close in late 2001 for reasons that were unrelated to the end of the Developmental Phase. Two other centres had been established as stand-alone Service Canada access centres within major federal office complexes located in Calgary and Edmonton. These centres were the result of a proposal initiated by the Alberta Federal Council. While the Department of Canadian Heritage managed these centres on behalf of the Federal Council, they were not located within the Department's existing offices. The Edmonton centre was located on the main lobby floor of the Canada Place building, and the Calgary centre was an open-air pavilion located on the mezzanine level of the Harry Hays complex.

As the department responsible for official languages, Canadian Heritage had assumed responsibility for managing the Government of Canada's participation in a federal-provincial partnership initiated by the Province of Manitoba and the Manitoba Federal Council. This initiative was developed to establish single window access centres that would integrate services targeted to the minority language population in select communities. Often referred to as Franco-Manitoban centres, two of these centres had been established during the Developmental Phase.

As the Developmental Phase drew to a close, Canadian Heritage was undertaking a major departmental reorganization, and concurrently, a thorough review of its Canada Place initiative and participation in Service Canada. These reviews had not been completed by the end of the Developmental Phase, but the Department agreed to continue operating its Service Canada access centres for several more months. Late in 2002 the Department confirmed that it would continue to operate its access centres for the remainder of the current fiscal year, but would withdraw Service Canada from the Canada Place locations, as well as the Edmonton and Calgary centres, at the end of March 2003. The Franco-Manitoban centres were not affected by this decision because special funding had been secured for them from Treasury Board that ensured their continued operation through to March 2004.

Canada Post had managed the operation of 14 access centres during the Developmental Phase, most of which had been located in small and rural communities. Two of these centres withdrew from the Service Canada initiative at the end of the Developmental Phase, but Canada Post committed to continue operating the remaining 12 access centres until December 2003.

i. Plans for Expanding the In-Person Network

The pilot network had been created with the intention of testing different models, not to establish a uniform level of service across the country. It was recognized that it had not been a coherent national network. Most centres had offered personal assistance on a full time basis, but some had limited hours of operation or were self-serve. Many access centres were located in federal offices, however, others were in third party facilities. While some regions had many

centres, they were often concentrated in one geographic area while other areas were not served at all. Other regions had very few access centres. Nevertheless, the pilot network did have access centres in every province and territory of Canada, and a strong overall presence in small and rural communities.

The loss of the access centres operated by six pilot project partner departments and agencies would leave significant gaps in coverage across the country. If the new network was to have credibility and acceptance it needed to retain a presence in every province and territory, and it also needed to reaffirm the commitment to improving access in small and rural communities. On the other hand, interested departments and agencies were faced with the reality that there would no longer be any financial resources provided by TBS to operate access centres beyond the end of the Developmental Phase on March 31, 2002.

The partners concluded that to simply retain 59 pilot access centres would be insufficient. They would have to look at opening new centres to fill some of the gaps in coverage resulting from the loss of the pilot centres that were withdrawing from the network.

SERVICE OFFERINGS AND SERVICE LEVELS

Central to the discussions about how the Service Canada network could be sustained and expanded under HRDC's leadership, was the issue of service offerings and service levels. In the Developmental Phase, Service Canada established a core service offering that was available at all access centres, regardless of the host department or agency. Beyond the core offering there were many variations on the Service Canada theme, often reflecting the special interests and needs of the host partner. There were also many variations in service delivery approaches, running from self-serve to full personal service models.

With the reduction in the number of host departments and agencies, there was an opportunity to consolidate and streamline the service offering and level of service, as well as the manner in which access centres were organized and managed. At the same time, given the limited resources that would be available to the new network, there would have to be some changes made to the core service offering.

For the transition period, Service Canada would remain essentially an information service. Although more sophisticated on line services would start to appear, most notably HRDC's AppliWeb, access centres had no legal authority to perform transactions, to make decisions, or to counsel or advise clients with respect to any government program or service.

The new network was planned around three classes of access centre, each with its distinct service offering and level of service. Henceforth, access centres would be classified as full service, specialty service, or satellite access centres.

Full Service Access Centres provide clients with access to information on over 1,000 Government of Canada programs and services using Internet equipped public access computers, connecting them to the Canada Site and Canadians Gateway. Personal assistance from trained service providers is available for those that need help in using the Internet, or in locating the information they are looking for. The computer workstations are connected to printers so that clients can print off the information or forms that they need. Alternatively, clients may access the same information by calling 1 800 O-Canada, or other Government of Canada call centres, using toll-free public access telephones. In addition, clients may obtain copies of the most frequently requested Government of Canada forms and publications that are on display.

In addition to serving clients at the access centre, Service Canada staff at full service access centres are active in their respective communities marketing and promoting programs and services

of the Government of Canada in general, and the services available through the access centre in particular. This work includes undertaking outreach activities such as visits with other local government service delivery agencies and community organizations, attending local fairs and trade shows, holding open houses, and advertising campaigns using local media.

All of the HRDC access centres in the new network offer full service, as did the six access centres operated by Canadian Heritage that withdrew from the network at the end of March 2003.

Specialty Access Centres offer a service that clusters and integrates services directed to a particular client segment. At these centres, the Service Canada component is only part of the overall service offering. The organizational model for specialty centres is based on establishing strong working partnerships with various agencies whose services are focussed on the same client group. These centres are equipped the same as full service centres. Their service providers receive the full Service Canada training, and have access to the same path-finding tools. They stock the full core list of most frequently requested forms and publications, and clients have the same choice of electronic, telephone and personal service. What makes specialty access centres unique is the focus on a particular client group, and the horizontal integration and co-location of services that are of particular interest to that client group.

HRDC operates a specialty centre called Café Jeunesse in Montréal which targets its services to youth. While Café Jeunesse clients can access information on any government program or service, there is a strong emphasis on education, job and career planning, internship opportunities, and support services for youth. Café Jeunesse is managed by a board of directors that includes representatives from HRDC and other partner organizations.

There are three other specialty access centres within the Service Canada network that were established under the Manitoba Single Window initiative. Canadian Heritage manages the Government of Canada's participation in this initiative, with the intent of integrating the delivery of government services to the French language minority population. The first two of these centres were established during the Developmental Phase in the communities of St. Boniface and Notre-Dame-de-Lourdes. A third centre in St-Pierre-Jolys was opened in October 2002.

Service Canada is only one of several federal, provincial and municipal services available to clients at these locations. These centres are able to serve business clients as well as the general public through Canada/Manitoba Business Service Centres that are co-located at each site.

Satellite Access Centres are operated by Canada Post at 156 corporate post offices. Clients visiting a satellite access centre have access to the Canada Site and Canadians Gateway, and may print forms and information for $0.25 per page. They may also select from a reduced core list of the most frequently requested printed forms and publications. While satellite access centres do not have public access telephones, path-finding assistance from Canada Post staff is available to clients on a limited basis.

CANADA POST CAP

Quite separate from its involvement with Service Canada, Canada Post had participated in the Community Access Program (CAP) administered by Industry Canada. With funding from CAP, public access computers with Internet connections had been installed in 135 corporate post offices. Most of these were located in large urban communities with a population greater than 50,000. However, 24 free Internet access CAP sites were established in rural Manitoba as a result of a partnership agreement entered into with the Province of Manitoba, and six more were located in Prince Edward Island under a similar arrangement with that province.

As the Developmental Phase was winding down, Canada Post had discussions with TBS and other Service Canada partners about how this CAP site infrastructure could play a role for Service Canada. It was reasoned that for a relatively modest expenditure, Canada Post CAP sites could be upgraded into Service Canada access points.

These sites already had a computer and printer with Internet connection. To become Service Canada access centres, the computers had to be re-configured to facilitate access to the Canada Site, and new signage was required to identify them as Service Canada access centres. In addition, Canada Post staff had to be trained to provide clients path-finding and Internet browsing assistance. The post offices had to be equipped to display and distribute frequently requested Government of Canada forms and publications. Canada Post also had to work out detailed arrangements with HRDC for such things as making service provider support tools available to frontline staff, and capturing and submitting performance management data.

SERVING RURAL AND REMOTE CANADA

Forty-four or 36% of the pilot network access centres were in communities with a population of less than 10,000, and 65 or 53% were in communities of less than 20,000. This emphasis on small communities was a deliberate step that recognized the need to improve access to government in rural Canada where federal presence had diminished in recent years. Service Canada had been strongly supported throughout the Developmental Phase by the Rural Secretariat of Agriculture and Agri-Food Canada. This support included hosting two access centres as well as considerable involvement by regional Rural Teams across the country in guiding the development of community networks.

Community networks had been created in seven provinces and territories during the Developmental Phase as a structure that would facilitate the management of access centres within a geographic region. The vast majority of community network access centres were located in very small rural communities. Typically, the community network had a coordinator who helped set up new centres, arrange for the training of service providers, and assume coordinating and management functions on behalf of all access centres within the group. The community network model had proven to be very successful in supporting service providers in isolated offices, who were often part time employees of a third party organization. It was also found, however, that the partnership and contracting arrangements required to operate community networks were very complex and cumbersome to manage on a national basis. It was often difficult to process financial transfers among partners, each of whom had their unique requirements in terms of legal authority, operating policy, reporting and accountability.

Five of the seven community networks had been managed by partners who would no longer be part of the Service Canada initiative as of April 1, 2002. However, HRDC had managed a seven site community network in Nova Scotia, and a two site community network in the Yukon. In Ontario, two Human Resource Centres of Canada (HRCC) had been part of a community network managed by Industry Canada. The Nova Scotia network included two HRCC along with five access centres located in third-party facilities such as a school, a library and a training centre. The Yukon community network had been coordinated on a contractual basis by the territorial government. The access centres were located in a library and a third-party office. Rather than continue with the community network model, HRDC decided to manage the access centres in third-party locations in each region from the Port Hawkesbury and Whitehorse HRCC respectively.

A large number of the pilot access centres that had not been retained due to the withdrawal of the host partner, had been located in small, rural

communities. Of the remaining partners, all but one of the Canadian Heritage access centres were located in large cities; most of HRDC's access centres were located in medium sized communities; and Canada Post's access centres were primarily located in very small communities.

The complexion of the Service Canada network would change dramatically with the addition of the Canada Post CAP sites. Approximately two-thirds of these sites were in large urban municipalities with a population in excess of 50,000 people. The Rural Secretariat of Agriculture and Agri-Food Canada urged the Service Canada partners to address this issue, and to ensure that improving service to rural and remote Canada remained a central focus of Service Canada.

Discussions among the key partner departments and agencies ensued, leading to a further dramatic expansion in the size of the new Service Canada network. The first requirement was to find additional resources to support the opening of more new centres in small and rural communities. Ultimately, HRDC, the Rural Secretariat, and FedNor all agreed to commit additional funding totalling $750,000. Second, the partners agreed to set a target, as suggested by the Rural Secretariat, that at least 30% of access centres in each province and territory would be located in communities with a population of less than 20,000. Third, the hosting partners, HRDC and Canada Post, had to find offices within their networks that could accommodate Service Canada without major expenditures for office alterations or improvements.

Prior to selecting communities to host new access centres, it had been decided that not all of the Canada Post urban CAP sites would be converted to Service Canada. This was done for two reasons. In one case, the Canada Post site was in very close proximity to an existing HRDC pilot access centre. In Ontario, it was decided that only some of the CAP sites in the Toronto region would be converted so as not to have a disproportionate number of sites located in one municipality.

With these preparatory tasks in hand, it was determined that in order to meet the 30% target, there would have to be 44 additional access centres distributed across six provinces. The Rural Secretariat and TBS assisted HRDC and Canada Post in selecting the new communities to be served. The 30% target ensured that within each region there would be a reasonable balance between urban and rural locations. In order to be considered for one of the additional 44 rural sites, the community had to have a population of less than 20,000, and either HRDC or Canada Post had to have an office in the community that could accommodate Service Canada. Every effort was made to select communities in sub-regions of the country that were not currently represented in the network such as Labrador, northern British Columbia, northern Ontario, and north-western Québec.

One final issue that had to be addressed involved retaining a presence in the Northwest Territories. During the Developmental Phase, Environment Canada had partnered with the territorial government to operate a community network consisting of four access centres. Only two of these centres had ever become effectively operational, but with the withdrawal of Environment Canada from the Service Canada initiative there would be no access centres left in the territory. One of the access centres that had operated successfully had been located in the Fort Simpson Deh Cho Business Development Centre. HRDC agreed to establish Service Canada in its HRCC located in Fort Simpson.

THE MANITOBA SINGLE WINDOW INITIATIVE

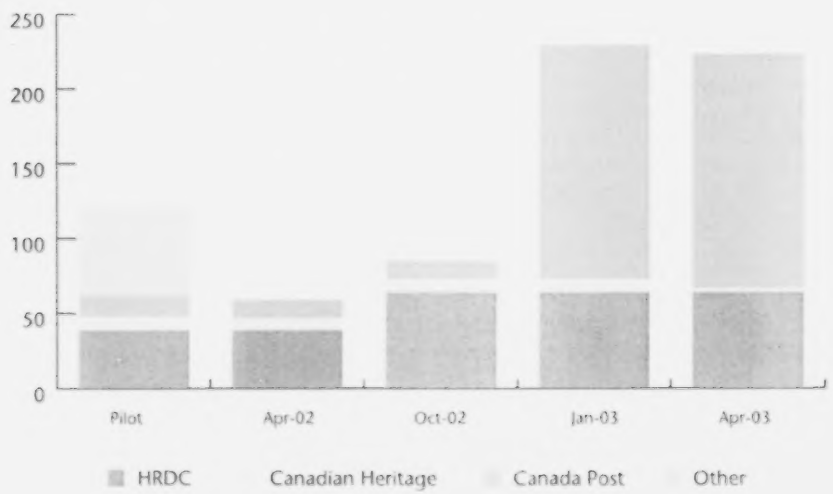
As indicated earlier, the Government of Canada, through the Manitoba Federal Council, had been invited to participate with the Province of Manitoba in a single window initiative that would integrate the delivery of services to the minority French language community in that province. Canadian Heritage became responsible for managing the Government of Canada's participation in the initiative on behalf of the Manitoba Federal Council. Initially, two of these centres were established in temporary accommodations in St. Boniface and Notre-Dame-De-Lourdes. The federal funding came from Service Canada during the Developmental Phase, and then in 2001, Treasury Board approved separate funding to carry the federal participation through to March 2004.

Planning for the Manitoba Single Window initiative was proceeding concurrently but independently from that for the Service Canada network. The original proposal had been to eventually establish six of these bilingual service centres in Franco-Manitoban communities. Opening of the third of these centres, to be located in the village of St-Pierre-Jolys, was planned for the fall of 2002.

SUMMARY OF THE PLANS FOR EXPANSION

The partners finalized their plans for the new Service Canada network in February 2002. The new network would initially grow to 229 access centres during 2002-2003. This total would be made up of 59 retained pilot access centres, 124 converted Canada Post CAP sites, 25 new HRDC managed rural centres, 20 new Canada Post managed rural centres, and one new Franco-Manitoban centre under the lead of Canadian Heritage. With the decision in late 2002 of Canadian Heritage to withdraw Service Canada from six of its sites, the network was reduced to 223 access centres as of April 1, 2003.

Figure 1: Growth of the Service Canada Access Centre Network



TRANSITION TO HRDC

a. Organization of the HRDC Project Office

The transfer of responsibility for managing the in-person network from the Service Canada Implementation Team at TBS to HRDC was effective April 1, 2002. Together with the shift in responsibility, four staff, operational records, ownership of the Service Canada Web site, Extranet, and Electronic Storefront, as well as ongoing contractual obligations were to be transferred to HRDC. The groundwork for this transition had been set by the Service Canada Implementation Team at TBS, and cooperation between the two parties ensured a smooth transition.

HRDC established the Service Canada Project Office (SCPO) within its Service Delivery Directorate to direct the Department's responsibilities for management of the Service Canada network. Given the place of the in-person channel within the Government of Canada's broader service agenda, and the participation of multiple departments and agencies in the initiative, those responsibilities extend well beyond the management of access centres operated directly by HRDC. The primary roles and responsibilities assumed by the SCPO are more fully described in Appendix 2.

The files and other records (both paper and electronic) of the Service Canada Implementation Team at TBS relating to the operation of Service Canada access centres (as distinct from the Service Canada policy development records) were transferred to the SCPO and quickly integrated into HRDC's records management system. This ensured a seamless transfer of the operational hub for the network. As a result, there was no interruption in any aspect of the management and support of the network.

Included in this transfer of knowledge, was the Service Canada Information System (SCIS) database. This application is the central repository of data about the Service Canada network, including: profile data for each access centre; service provider, access centre manager and regional coordinator contact information; and performance management data. Major revisions to both the structure and the content of the database were required to reflect the close down of almost half of the pilot access centres, the planned opening of 170 new access centres, and the change in management responsibility for the network. The redesign, including several enhancements to the structure of the database, and the updating of the content was successfully completed within the first three months of the transition to HRDC. Further enhancements to the performance management module were completed in the fall. More improvements to support training, communication and performance management activities of the SCPO are planned for the future when resources are available.

Two critical network communication mechanisms were established by the Service Canada Implementation Team at TBS during the pilot project. These are the Service Canada Help Desk, and the Service Canada Resource Centre extranet. Both of these services were also transferred successfully to HRDC in April 2002, again without any interruption in service to the network.

The Help Desk is both a telephone and an e-mail service available to service providers and access centre managers, connecting them to the SCPO. It is used to report issues and concerns that must be followed up by SCPO, as well as a tool for field staff seeking clarification on any matter related to Service Canada. In addition, the SCPO uses the Help Desk e-mail as the channel for routine announcements, reminders and instructions to field staff.

The Service Canada Resource Centre extranet site was a new service launched by the Service Canada Implementation Team at TBS towards the end of the pilot project. While many departments and agencies, including HRDC, use secure intranets to connect employees across the country, Service Canada operates in a multiple partner environment that includes both government and non-government organizations. The Service Canada Resource Centre serves the same function as an intranet, but is accessible through the Internet. It is a password secured interactive site that can be accessed by service providers, access centre managers, regional coordinators, and other staff involved in Service Canada, regardless of whether they are staff of HRDC, another department or agency, or a non-governmental organization. Since its transfer to HRDC, the content and functionality of the Service Canada Resource Centre has continued to expand and develop.

The Service Canada Resource Centre has become a powerful new resource tool, particularly for service providers in the field. From one central location, they can obtain news about the initiative, instructions and guidelines from the SCPO, links to frequently used information sources that assist clients with their inquiries, and share best practises and experiences. Through the discussion forum, service providers in Nova Scotia can benefit from the experience of their counterparts in British Columbia, obtain advice on how to respond to particular requests, and learn about new marketing promotions in Saskatchewan. Performance results and reports on the initiative are available to be downloaded, and success stories are profiled.

The main features of the Service Canada Resource Centre were developed by the Service Canada Implementation Team at TBS prior to the transition to HRDC. The content was initially very limited, and use of the discussion forum was minimal. As further enhancements to the site have been implemented and more content has been added, it has proven its worth as an efficient and effective network support tool. As with the Service Canada Information System database, further development of the Resource Centre is planned and will be carried out as resources permit.

The Service Canada Web site, ***www.servicecanada.gc.ca***, remained under the control of TBS for several months before it could be transferred to HRDC. The transfer occurred in September 2002, which then enabled the SCPO to thoroughly update and revise the content of the site to reflect the changes in the network. Maintenance of the site is now handled directly by SCPO staff.

As part of the transfer of responsibility from TBS, HRDC assumed the existing contract for warehousing and distribution of publications and forms to access centres. One component of the contracted service is the Service Canada Electronic Storefront. The Storefront is an on line ordering system that connects local access centres, the SCPO, and the distributor. It allows access centres to check the status of their orders, and allows the SCPO to monitor activity. It is also used for the supply of promotional marketing products. The Storefront has been significantly upgraded over the past year to improve overall management and control of Service Canada's material distribution.

In the fall of 2002, the SCPO issued a call for proposals for a new contract to replace the TBS contract. A new contract was awarded in February 2003 that extends the service until the end of March 2004.

b. The Role of HRDC Service Canada Regional Coordinators

The SCPO is assisted in its work by a team of regional coordinators, one within each HRDC region. The responsibilities of regional coordinators are outlined in Appendix 3.

Regional coordinators played a critical role in ensuring that Service Canada was successfully implemented in the 25 additional HRCC offices

that joined the network in 2002. They coordinated the activities of various regional functional groups to assist local managers in setting up these new offices. They provide an important link to the initiative for other regional staff, including communications, financial and systems support, who may not be familiar with the operational requirements for Service Canada.

Regional coordinators in some regions have been particularly proactive in leading joint promotional activities involving two or more access centres. These activities have included such things as attendance at local fairs or exhibits, advertising campaigns, and in one case, production of a promotional video. Meetings of access centre personnel have been organized through the regional coordinators in some regions to provide a forum for working on common issues and joint undertakings.

RELATIONS WITH IN-PERSON CHANNEL PARTNERS

a. The Partnership Framework

The overall partnership framework established for Service Canada in the Partnership Agreement of March 28, 2002, identifies HRDC, Communication Canada, and TBS as the key partners. There is close, on-going consultation and sharing of information among the key partners on all aspects of the initiative. At the operational level, HRDC is free to enter into agreements with other departments and agencies as it deems necessary in order to manage the in-person network of access centres. These arrangements provide for the operation of access centres hosted by other partner departments and agencies, as well as other forms of support for the network. Communication Canada and TBS are not parties to these agreements.

The result of these arrangements is that there is one partnership group comprised of the three key partners who collaborate on strategic issues under the lead of TBS, and a second tier of partners working at the operational level under HRDC's lead. Two committees were established to facilitate the work of the partners at the strategic and the operational levels respectively.

Figure 2: Service Canada Governance

Ensure shared accountability for service delivery within context of individual departmental mandates

Each partner to submit an annual report to their respective Ministers, via the Partners Committee, on performance of their responsibilities

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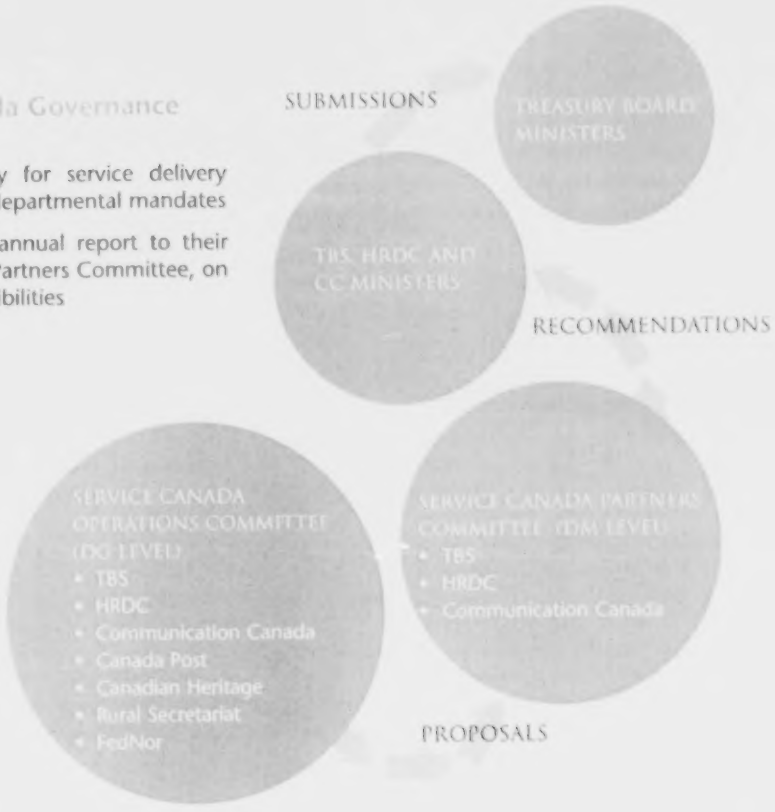

b. Service Canada Partners' Committee

The Service Canada Partners' Committee provides the forum for the three key partners to oversee strategic issues and decision-making for the initiative. The Committee is comprised of:

- Secretary of Treasury Board (Chair)
- Executive Director, Communication Canada
- Deputy Minister, HRDC

Provision has been made for consultation with other Deputy Ministers as an advisory group on development of priorities and directions for the Service Canada initiative. The Committee meets twice a year, or as required, and reports to Treasury Board. It is generally responsible for ensuring that partners respect their roles and responsibilities, and providing direction on strategic policy and priorities.

Service Canada partners are required to submit, via the Service Canada Partners' Committee, an annual report to their respective Ministers on the performance of their individual responsibilities. The Committee is required to report collectively to Treasury Board Ministers on the performance of the multi-channel one-stop initiative as a whole (coordinated by TBS).

The Partners' Committee met in December 2002 and again in January and February 2003.

c. Service Canada Operations Committee

The Service Canada Operations Committee was established to provide a forum for HRDC to collaborate with partners on issues related to the operational management of the Service Canada network. Its primary purpose is to coordinate the actions of the departments and agencies directly involved in hosting access centres. The members of this Committee are Director General level representatives of:

- the three key partners (HRDC, TBS and Communication Canada);
- the additional partners currently hosting access centres (Canada Post and Canadian Heritage); and
- the partners who have agreed to contribute resources in support of the network (currently Rural Secretariat of Agriculture and Agri-Food Canada and FedNor).

The Committee has had several formal meetings during the past year, but more importantly the members have established on-going working relationships to ensure that all parties are kept fully informed and involved in addressing current issues as they arise. For example, HRDC and Communication Canada worked out a strategy for training the service providers at new HRDC access centres. Subsequently, a plan was developed with Canada Post for the training of their lead trainers, who in turn conducted the training of Canada Post staff at the new satellite access centres. In addition, HRDC and TBS worked with Canadian Heritage to develop consensus on a close down strategy for Canadian Heritage access centres that withdrew from the network at the end of March 2003.

Canadian Heritage and Canada Post, have each designated national coordinators for Service Canada, through whom operational communications are channelled. In addition, Canada Post has six regional coordinators who perform a similar role on behalf of Canada Post satellite access centres as HRDC's regional coordinators do for their access centres. All of these individuals have access to the Service Canada Resource Centre and are copied on all communications from the SCPO to access centre managers and service providers.

d. Memoranda of Understanding

DEPARTMENTS AND AGENCIES HOSTING ACCESS CENTRES

A Memorandum of Understanding (MOU) was negotiated between HRDC and Canada Post and signed in July 2002. The document details the overall expectations and requirements for implementing Service Canada in Canada Post satellite access centres. It identifies the obligations

of each partner, and includes provisions specifying the Service Canada core content, communication protocols, official language obligations, performance management and reporting requirements. The MOU provides for a transfer of $300,000 from HRDC to Canada Post to support the establishment of satellite access centres in rural communities, and for the reimbursement of expenses incurred by Canada Post in sending staff to Service Canada training sessions held in Ottawa during the summer and fall of 2002. The MOU is for a term that ends on December 31, 2003, however, due to delays in getting all of the new satellite access centres operational, it is anticipated that Canada Post will be able to continue operating under the terms of the MOU until March 31, 2004.

A similar MOU is currently being negotiated with Canadian Heritage that will govern operation of the three Franco-Manitoban access centres until March 31, 2004. Discussions with Canadian Heritage over the content of the agreement had been held in abeyance until Canadian Heritage reached a final decision about its continued involvement in Service Canada in November 2002.

SUPPORT FOR SERVICE IN RURAL AND REMOTE CANADA

Memoranda of Understanding were reached with the Rural Secretariat of Agriculture and Agri-Food Canada, and with FedNor in December 2002. These agreements follow through on the commitments each organization made prior to the end of the Developmental Phase to financially support the extension of the Service Canada network into small and rural communities. The agreement with the Rural Secretariat provides for a one time contribution of $300,000, while the agreement with FedNor provides for a one time contribution of $150,000.

The MOU with the Rural Secretariat recognizes the continuing role that organization plays in supporting improved access to Government of Canada programs and services in rural and remote regions of the country. Since the early planning phase of the Service Canada initiative, the Rural Secretariat has actively worked to bring together federal officials, nationally through the Interdepartmental Working Group, and at the local level through Rural Teams, to promote understanding of Service Canada, and wider participation in multi-channel one-stop access generally.

The MOU with FedNor provides that Service Canada access centres in Northern Ontario will distribute program information on behalf of FedNor.

EXPANSION OF THE ACCESS CENTRE NETWORK

With the withdrawal of six of the pilot project partner departments and agencies, the network was reduced to only 59 access centres as of April 1, 2002. Once all of the new access centres became operational in December 2002, the Service Canada network had grown to 229 locations, bringing multi-channel, one-stop access to information on the programs and services of the Government of Canada within convenient reach of millions of Canadians.

This substantial expansion of the network was only possible through the cooperation of Service Canada partners, the leveraging of existing infrastructure, and the reallocation of resources budgeted for regular programming.

a. HRDC Access Centres

In addition to its 39 pilot sites, HRDC opened access centres in 25 new locations during 2002. All of these new centres are located in small and rural communities, and all were fully operational as of October 2002. HRDC's regional coordinators worked with local HRCC managers and the SCPO to ensure that accommodation, equipment, furnishings, signage, designation of responsible staff, training, supplies and communication needs were all addressed.

In British Columbia, two very successful pilot access centres had been managed by Western Economic Diversification in the small communities of Nelson and Prince Rupert as part of the B.C. Community Network. HRDC agreed to open new access centres in these communities, as part of the commitment to serve rural communities.

The 39 pilot sites gave HRDC a Service Canada presence in every province and territory except Alberta and the Northwest Territories. In order to achieve the 30% rural target, there was a need for three new access centres in Alberta. HRDC agreed to open two of the new centres; one located in Edson, and the other in St. Paul.

As indicated earlier, HRDC agreed to open an access centre within its HRCC located in Fort Simpson to ensure that at least one access centre remained in the territory.

The Rural Secretariat had managed a pilot access centre in the village of Glenavon, Saskatchewan. While the Rural Secretariat was still a partner in the initiative, it was no longer going to be involved in the direct management of access centres. To offset the loss of Glenavon, and to meet the rural commitment, HRDC opened an access centre in the southern Saskatchewan town of Weyburn.

It was in Ontario and Quebec that the greatest deficiency in rural access centres was identified. This was the result of the loss of the rural pilot sites in the Ontario and Quebec community networks, as well as the number of new Canada Post CAP sites in large urban communities. During the Developmental Phase the only access centre in northern Ontario had been North Bay. With the financial support of FedNor, it was possible to address this gap in service. The loss of the Quebec community network sites, particularly in the Abitibi region of northern Quebec also had to be addressed, along with other rural and remote regions of the province that were underserved.

In Ontario, HRDC introduced Service Canada to 11 communities, 8 of which were located in northern Ontario. The new access centres included: Kenora, Fort Frances and Geraldton in the northwest; Kapuskasing, Kirkland Lake, New Liskeard and Sturgeon Falls in the northeast; Elliot Lake and Parry Sound in north central Ontario; and Bancroft and Goderich in southern Ontario.

In Quebec, Service Canada access centres were established in six HRDC offices. These were: Causapscal in the Gaspe peninsula; Forestville and Louiseville on the north shore of the St. Lawrence; La Tuque and Chibougamau in

north central Quebec; and Ville Marie in northwestern Quebec.

There was a need for three new rural access centres in Newfoundland and Labrador. There had never previously been a Service Canada access centre anywhere in Labrador, so HRDC agreed to establish Service Canada in the community of Happy Valley – Goose Bay. There had been a pilot access centre managed by the Rural Secretariat in the small remote community of Flowers Cove. HRDC does not have an office in the immediate vicinity of Flowers Cove, but was able to establish Service Canada in its HRCC in St. Anthony which is located in the same region of the province.

Some of the new HRDC access centres were effectively operational as soon as the training was completed (July 2002), even though they did not necessarily have all of their equipment, furnishings, publications and signage in place. By the end of August 2002, most of the new access centres were operational, and by early October the implementation stage was complete at all new HRDC access centres.

b. Canada Post Satellite Access Centres

During the Developmental Phase, Canada Post had been able to manage its pilot sites directly from national headquarters. One national coordinator could maintain effective communications with each of the sites and respond to issues and challenges as they arose. This was no longer going to be the case once Service Canada was extended to a total of 156 Canada Post locations. Canada Post was faced with having to ensure that all requirements for Service Canada were fully integrated into its field operations. Management would still be led from national headquarters, but there would now be a team of regional coordinators to lead operations in the field. Detailed administrative procedures, client tracking, and activity reporting systems had to be formalized, fully documented and communicated to the field.

The Canada Post offices that have joined the Service Canada network fall into three distinct groups, each of which followed a different path towards becoming satellite access centres. The first group were the 12 pilot access centres that had been full service sites during the Developmental Phase. The second group were the 124 CAP sites that already offered free public Internet access, but had to be upgraded into Service Canada satellite access centres. Finally, there were the 20 new rural sites that had not been previously involved with either Service Canada or CAP.

The pilot access centres were already equipped with public access computers, printers, telephones, and publication displays. The employees at these sites had been trained during the initial training for pilot access centres, and were familiar with Service Canada operational requirements in terms of using path-finder tools, ordering publications, promotion, and performance reporting. Nevertheless, if Canada Post was going to establish a standard configuration for equipping all 156 of its sites, and a consistent service offering, changes would have to be made in the operation of the pilot sites.

Each of the pilot sites had been equipped with two computer workstations. One was intended for use by clients, and the second had been provided for staff. The staff workstation was used both to help find information for clients, and to carry out a number of administrative tasks such as communicating with the Service Canada Help Desk, accessing the Service Canada Resource Centre, ordering publications and promotional material, and completing quarterly reports.

The CAP sites and new rural sites would only have one computer workstation, so in the interests of uniformity Canada Post decided to remove the administration computers from its pilot sites. This meant that the public access computer had to be reconfigured to allow Post Office staff to carry out administrative functions from the public access computer in a secure environment.

Funding was not available to equip satellite access centres with public access telephones. To have a consistent service offering, Canada Post decided to remove the existing telephones in its pilot access centres. The services available to the public through 1 800 O-Canada would still be promoted, but a telephone would not be available to the public on site.

The 124 CAP sites were equipped with a computer and printer in a standard kiosk workstation. The original signs over these kiosks identified them as "Free Internet Access" computers with funding from the Connecting Canadians program. Canada Post designed and produced new signs for these kiosks to identify them as Service Canada access centres. In addition, a publication display tower was designed and installed to accommodate the core list of Service Canada publications and forms. A more compact Service Canada comment card box was produced which could be accommodated within the limited space available.

Establishing Service Canada in each of the new rural sites involved purchasing and installing new computers, printers and kiosks, as well as all of the same signs, publication display towers, and comment card boxes that were being installed at the CAP sites.

The new Canada Post satellite access centres included 95 located in major urban centres with a population in excess of 50,000 people. This put Service Canada into almost all of the most populated communities across Canada. The CAP sites in rural Manitoba and Prince Edward Island provided an extensive service presence in those provinces. As part of the effort to increase the representation of rural access centres in the network, Canada Post agreed to establish an additional 20 satellite access centres in small rural centres.

In British Columbia, the new rural centres included the communities of Lillooet in central British Columbia, Mackenzie and Smithers in the north, and Port Hardy on northern Vancouver Island. In Alberta, a new centre was established in Peace River. Five new centres were opened in northern Ontario, in the communities of Chapleau, Dryden, Hearst, Marathon, and Wawa. Other new Ontario centres included Wardsville in the south-west, and Alfred in the south-east. The southern Quebec communities of Cowansville, Disraeli, and La Malbaie received new satellite access centres, as well as the northern towns of Matagami, Roberval and Senneterre, and the remote north shore community of Havre-Saint-Pierre. Finally, in Newfoundland and Labrador Canada Post opened a satellite access centre in the community of Marystown.

All of the 144 new Canada Post satellite access centres were operational as of December 2002; however, not all of the publication display towers and signage were in place until January 2003. In order to facilitate the use of the computers for accessing information on government programs and services, Canada Post designed a new interface which was installed at all locations in February 2003.

c. Canadian Heritage Access Centres

As the Developmental Phase was coming to an end and plans were being made for the new network, the Department of Canadian Heritage was engaged in an organizational restructuring, as well as a review of its Canada Place initiative. Four of its Service Canada access centres were located within Canada Place offices (Moncton, Ottawa, Toronto and Winnipeg), and two others (Calgary and Edmonton) were managed by the same unit within the Department. Canadian Heritage was not in a position to make any long-term commitments to Service Canada until the internal reviews were completed. However, it did agree to continue operating its access centres indefinitely until final decisions had been reached.

The access centres linked to the Manitoba Single Window initiative were not affected by the reviews because they were operating with special funding provided by Treasury Board

through to March 2004. As indicated earlier, planning for further expansion of these offices was proceeding concurrently but independently of the Service Canada initiative.

Late in 2002, Canadian Heritage decided that it could not continue to operate Service Canada from its Canada Place offices or the standalone access centres in Calgary and Edmonton. This decision became effective April 1, 2003.

With this announcement, the Service Canada partners began to jointly develop a close-down strategy and communication plan to manage the withdrawal of services from these six locations. In all of the affected communities, Service Canada would continue to have a presence, in some case within a few blocks of the Canadian Heritage site. Only in the cases of Calgary and Edmonton was there actually a visible closure of the offices since in the other cities the Canada Place offices would continue to operate. The withdrawal of services did not result in any loss of employment for staff working in the offices, including Calgary and Edmonton.

d. Service Provider Training

One service provider identified from each of HRDC's new access centre locations was brought to Ottawa for three and one-half days of training in June. Three training sessions were held; two in English, one in French. Approximately 16 service providers attended the training. The sessions were held at Communication Canada's training facilities, and were conducted by a combination of Communication Canada and SCPO staff. The training modules included: an overview of government structure, jurisdictions, and mandates; hands-on training in navigation of the Canada Site and other path-finding tools; use of the Service Canada Help Desk, Resource Centre and Storefront; and an explanation of performance management requirements.

Even though satellite access centres are intended to be primarily self-serve locations, Canada Post staff is available to assist clients with the use of the computer, navigating the Internet, and finding information on Government of Canada programs and services. Canada Post decided to train all staff working at Service Canada satellite locations. Given the large number of staff involved it was not feasible to have them attend an Ottawa based session. As an alternative, Canada Post designated lead trainers who would receive the Service Canada training in Ottawa, and then cross-train all Service Canada staff in their region. Twenty-five Canada Post trainers attended one of three condensed two day training sessions that were held in July and September. They then arranged to cross-train all of the front-end Canada Post staff at satellite access centres in advance of their planned opening and launch dates.

One of the challenges faced by the entire Service Canada network, Canada Post sites in particular, is the turnover and movement of staff in and out of Service Canada service provider positions. At Canada Post, employees may bid for positions at different post office locations. There will be an on-going need to train staff moving into positions at Service Canada locations from other offices where Service Canada is not present. More efficient and effective methods of dealing with these training challenges are being evaluated.

Prior to the end of the calendar year, Communication Canada decided to phase out the Information on the Government of Canada (IGOC) database tool that had been central to the original training. The focus has been shifted to the re-designed Canada Site as the primary information source. To support this shift in tools, Communication Canada offered to pilot an internet co-browsing technology to Service Canada Access Centres, that focused on the Canada Site, its gateways and clusters. Three sessions were held in December 2002; two in English and one in French. Approximately 16 participants took part in this pilot.

A growing need for training among the remaining pilot access centres was identified since many of the service providers that had

received the original training to deliver Service Canada at these centres were no longer involved in the initiative. Those that remained had not received any updated refresher training since the pilot network was launched in 1999.

As a first step in providing new training to pilot site staff, the SCPO and Communication Canada arranged for a series of co-browsing teleconference sessions. Staff from 35 HRDC sites and the 3 Canadian Heritage sites participated in sessions held during December 2002 to March 2003.

In conjunction with the co-browsing training, each access centre was sent an updated training binder which included all lessons and lesson plans and a CD-ROM containing all of the files. It was possible for several staff from each location to participate in a session simultaneously. Over a four month period, 14 sessions were held involving 100 participants from 38 access centres. Five of the sessions were held in French and nine were held in English.

Canada Post staff are unable to use the co-browsing technology because their sites are not equipped with telephones at the computer workstation.

In addition to the co-browsing training, Ontario Region arranged and paid for a comprehensive two-day refresher training session for 12 HRDC staff from seven access centres in that region. This session was held in Toronto in March 2003 and was led by SCPO. The program included a co-browsing session led by Communication Canada.[4]

Figure 3 – Summary of Training Activities, 2002-03

PROGRAM	SESSIONS	PARTICIPANTS
Training for new HRDC service providers (3 days)	3	16
Training for Canada Post lead trainers (2 days)	3	25
Co-browsing teleconferences	14	100
Service provider refresher course	2	24

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PROFILE OF THE NEW SERVICE CANADA NETWORK

a. Regional Distribution

Ensuring a presence in every province and territory was an important consideration in assembling both the pilot network and the new network. The pilot project, though, was primarily concerned with testing service delivery models and approaches. It was not intended to be a fully deployed new program, and there was no expectation that it would be universally available to all Canadians. In building the new network, the continuing partners were constrained by what they could leverage out of their existing programming and infrastructure, and support for an interim period of two fiscal years. The number of access centres by region and type are shown in Figure 4.

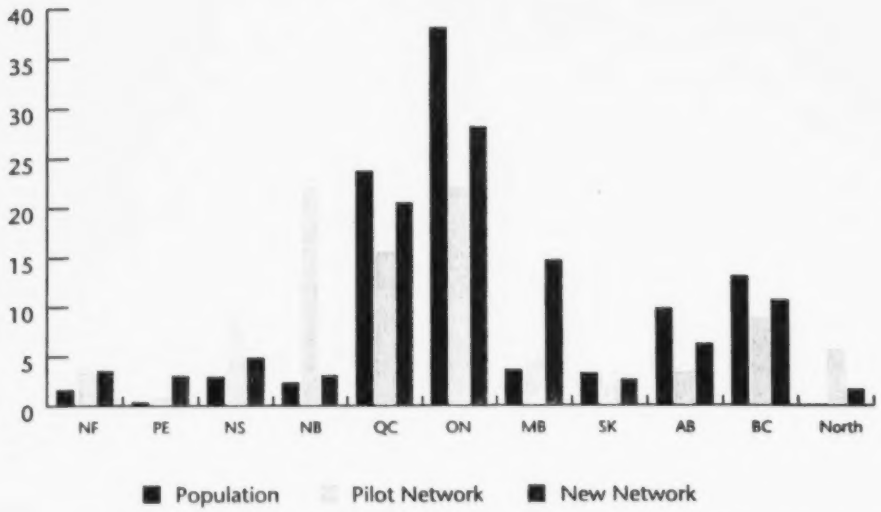
With expansion to 223 locations, Service Canada has been able to establish a presence in every province and territory, and within every significantly populated sub-region of the country. While the distribution is not entirely equitable among regions, it is nevertheless an improvement over the pilot network.

Figure 5 provides a comparison between the percentage of population and the percentage of access centres in each province and territory, for both the pilot network and the new network. The data indicates that equity has improved (in terms of having the share of access centres approximate the percentage of total population) in 9 out of 13 provinces and territories. While the Maritimes and the territories are slightly over represented in the new network, only Manitoba has significantly more access centres than its share of population would justify.

Figure 4: Regional Distribution of Access Centres by Type

PROVINCE TERRITORY	FULL SERVICE ACCESS CENTRES	SPECIALTY ACCESS CENTRES	SATELLITE ACCESS CENTRES	TOTAL NUMBER OF ACCESS CENTRES
Newfoundland & Labrador	5	–	3	8
Prince Edward Island	1	–	6	7
Nova Scotia	7	–	4	11
New Brunswick	2	–	5	7
Quebec	12	1	33	46
Ontario	19	–	44	63
Manitoba	2	3	28	33
Saskatchewan	3	–	3	6
Alberta	2	–	12	14
British Columbia	6	–	18	24
Yukon	2	–	–	2
Northwest Territories	1	–	–	1
Nunavut	1	–	–	1
CANADA	63	4	156	223

Figure 5: Access Centre Distribution Compared to Population; Pilot and New Network



PROVINCE TERRITORY	2001 CENSUS		PILOT NETWORK		NEW SERVICE CANADA NETWORK	
	Population	% of Total Population	Access Centres	%	Access Centres	%
Newfoundland & Labrador	512,930	1.7	4	3.3	8	3.6
Prince Edward Island	135,294	0.4	1	0.8	7	3.1
Nova Scotia	908,007	3.0	12	9.8	11	4.9
New Brunswick	729,498	2.4	27	22.1	7	3.1
Quebec	7,237,479	23.8	19	15.6	46	20.6
Ontario	11,410,046	38.2	27	22.1	63	28.3
Manitoba	1,119,583	3.7	6	4.9	33	14.8
Saskatchewan	978,933	3.3	4	3.3	6	2.7
Alberta	2,974,807	9.9	4	3.3	14	6.3
British Columbia	3,907,738	13.2	11	9.0	24	10.8
Yukon	28,674	0.1	2	1.6	2	0.9
Northwest Territories	37,360	0.1	4	3.3	1	0.4
Nunavut	26,745	0.1	1	0.8	1	0.4
CANADA	30,007,094	100.0	122	99.9	223	99.9

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British Columbia	6	–	18	24
Yukon	2	–	–	2
Northwest Territories	1	–	–	1
Nunavut	1	–	–	1
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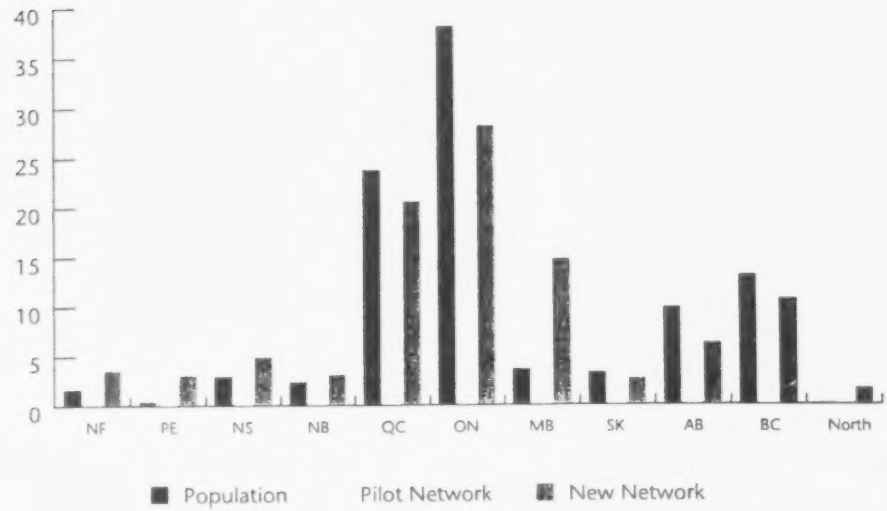
Figure 5: Access Centre Distribution Compared to Population; Pilot and New Network



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An equitable distribution of access centres based on population is too simplistic to reflect the variations among regions in population density. For example, having only four in-person access centres in the territories is clearly insufficient to address the need for personal service in the north. This issue is discussed further in the next section dealing with population coverage. While the distribution of access centres within individual regions is generally reasonable, some areas are over represented while others are not served at all. In Nova Scotia, for example, 8 out of 11 access centres are located on Cape Breton Island, and the remaining 3 are in the greater Halifax area. There are no access centres serving the rest of the province.

Another issue in terms of equitable distribution relates to the mix of full service and satellite access centres. In Nova Scotia, all seven full service access centres are located within two counties of Cape Breton Island. In Prince Edward Island and Alberta, 86% of the locations are satellite access centres, compared to less than 40% in Newfoundland and Labrador and Nova Scotia. All access centres within the territories are full service.

b. Population Coverage

While a reasonably equitable distribution of access centres among regions is desirable, the number of locations required to serve a population is largely a reflection of population density. More locations are required to serve a widely dispersed population such as that of Newfoundland and Labrador (1.4 persons per square kilometre[3]), or Saskatchewan (1.7), than are required in Ontario (12.6), Nova Scotia (17.2), or Prince Edward Island (23.8). In the territories there are only a handful of communities with a population greater than 1,000 persons. A better indicator of how well Canadians are being served is the percentage of population residing within a reasonable travelling distance of an access centre.

The Citizens First 2000 study reported that 68% of respondents found 30 minutes an acceptable amount of time to travel (one-way) to visit a government office for a routine service; 86% said more than 30 minutes was unacceptable.[4] The authors acknowledged that it would be impractical to provide offices for all three levels of government within 30 minutes of every Canadian. This is one reason why more alternatives, including one-stop access, electronic service delivery, mail etc. are required to effectively serve Canadians in a geographically challenging country such as Canada.

To obtain some measure of how well positioned the Service Canada network is to offer Canadians reasonable physical access to in-person service, the population living within 50 kilometres of an access centre has been calculated. The analysis used 2001 Census data to determine the population of Census Subdivisions (CSDs) situated within 50 kilometres of each Service Canada access centre. A detailed explanation of the methodology is provided in Appendix 4.

The analysis indicates that over 24 million Canadians, or 80.5%, reside within 50 kilometres of a Service Canada access centre. When the results of the analysis are examined at the provincial/territorial level, we discover wide variations in population coverage among regions. At the low end, only 3.2% of the residents of the Northwest Territories reside within a reasonable distance of the single access centre located in Fort Simpson. At the other end of the spectrum, 100% of the residents of Prince Edward Island live within 50 kilometres of Service Canada. The complete results are shown in Figure 6.

Not surprisingly, the Canada Post CAP site network has significantly affected population coverage in densely populated provinces such as Prince Edward Island, Ontario, and Quebec, and in Manitoba due to the large number of rural sites in that province. It has not been able to improve coverage to the same extent in Nova Scotia and New Brunswick because there are

Figure 6: Population Served by Service Canada Access Centres

PROVINCE / TERRITORY	POPULATION (2001 CENSUS)	POPULATION SERVED	% SERVED
Newfoundland & Labrador	512,930	309,770	60.4
Prince Edward Island	135,294	135,294	100.0
Nova Scotia	908,007	498,675	54.9
New Brunswick	729,498	434,275	59.5
Quebec	7,237,479	6,030,132	83.3
Ontario	11,410,046	9,927,979	87.0
Manitoba	1,119,583	1,003,435	89.6
Saskatchewan	978,933	501,863	51.3
Alberta	2,974,807	2,223,999	74.8
British Columbia	3,907,738	3,086,363	79.0
Yukon	28,674	2,450	8.5
Northwest Territories	37,360	1,213	3.2
Nunavut	26,745	5,236	19.6
CANADA	30,007,094	24,160,683	80.5

very few communities in those provinces with a population over 50,000. Saskatchewan and Newfoundland and Labrador are the two least densely populated provinces, and rank tenth and seventh respectively in terms of population coverage.

When looking at the population coverage in the territories, it should be noted that there are no access centres in the capitals of Whitehorse and Yellowknife. This occurred as a result of input from northern officials who have consistently suggested that Service Canada was a higher priority in smaller communities than in the capitals where a large number of federal offices are already located. Whitehorse residents make up 75% of the population of the Yukon, and Yellowknife residents represent 45% of the population of the Northwest Territories.

c. Urban – Rural Presence

One of the objectives for the new network was to ensure that improving access to small and rural communities continued to be a priority for Service Canada. The target of having 30% of access centres within each region located in communities with a population of less than 20,000 ensures a balance between small and large communities across the network. It is recognized that a small population in itself does not necessarily equate to being rural. At the time that the new network was being assembled and rural presence was being evaluated, there were no definite criteria in place to classify sites as urban or rural. Generally, the population of the municipality in which the office is located was used to identify which sites are serving small and rural communities. However, a site would not be

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classified as small and rural if there was a significant adjacent population e.g. towns located within a Census Metropolitan Area (CMA).

Statistics Canada's methodology for defining urban areas is based on population density (a core population of 1,000 and a density of 400 persons per square kilometre). All areas outside urban areas are classified as rural by default. The limits of urban areas, however, do not necessarily follow municipal boundaries, or in Census terms, Census Subdivisions (CSDs). Indeed, many municipalities, including many very large metropolitan areas, are made up of both urban and rural areas.

Rather than employ a complicated statistical analysis, sites were classified as small and rural provided the municipal population did not exceed 20,000 people, and the municipality was not part of a larger urban area. 1996 Census population data was used together with estimates of the surrounding population served provided by Treasury Board Secretariat. At the time this analysis was being carried out, detailed population data at the municipality or CSD level from the 2001 Census was not yet available.

Now that 2001 Census data is available, the original classification of access centres has been updated and revised using a more precise, consistent and rigorous set of criteria. For the purpose of this report, access centres have been classified using three categories: large urban; medium; and small and rural. These categories are defined as follows:

- Large Urban, means access centres located within a Census Metropolitan Area (CMA);
- Medium, means access centres located in a Census Agglomeration (CA) that has a population greater than 20,000;
- Small and Rural, means access centres located within a CA that has a population of 20,000 or less, or within a Census Subdivision (CSD) that is not part of either a CA or a CMA.

This classification helps to distinguish between small communities which are isolated or remote from other significant population concentrations. By definition, CMAs have an urban core population of at least 100,000, and CAs an urban core population of at least 10,000. Adjacent municipalities to the urban core are included in a CMA or CA if there is a high degree of integration, as measured by commuting flows derived from place of work data. To meet our criteria for small and rural, the population of that highly integrated area cannot exceed 20,000 persons. It should be noted that this methodology produces similar, but not precisely the same results as those obtained when the need for more rural sites was first being determined by Service Canada partners in consultation with the Rural Secretariat.

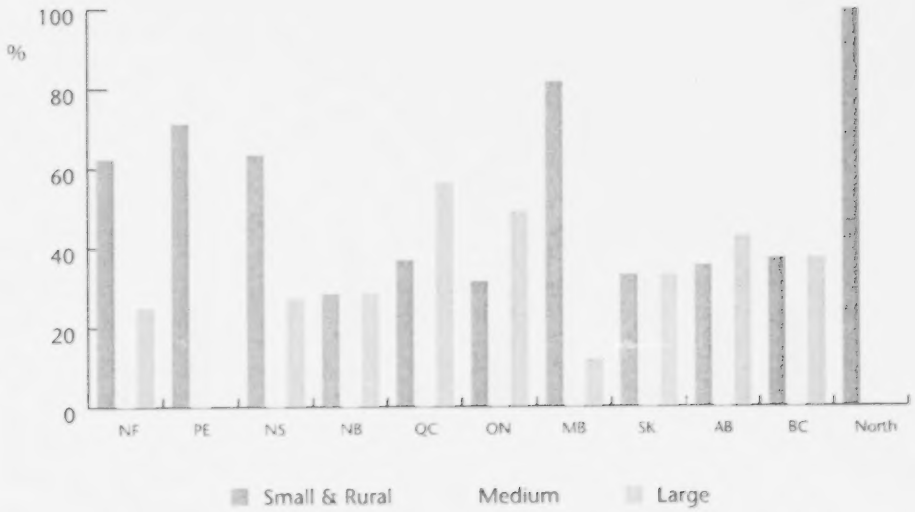
Using these revised criteria and 2001 Census data, 103 or 46% of Service Canada access centres nationally are located within small and rural communities. A further 35 or 16% are in medium sized communities, and 85 or 38% are in large urban communities. The distribution of access centres by classification is shown in Figure 7.

Within individual provinces and territories, all of the territorial access centres and approximately two-thirds of those in Newfoundland and Labrador', Prince Edward Island, Nova Scotia and Manitoba are located in small and rural communities. The presence of Service Canada in small and rural communities of New Brunswick and Ontario is just at the target level, while Quebec, Saskatchewan, Alberta and British Columbia are slightly higher.

d. Bilingual Service

Approximately one-third (75 of 223) of Service Canada access centres offer personal service to the public in both official languages. The distribution of bilingual centres across the country is provided in Figure 8. In addition, all publications and forms distributed through Service Canada, and services accessed electronically through the Canada Site or by telephone through 1 800 O-Canada or other toll-free Government of Canada call centres are available to clients in both official languages.

Figure 7: Classification of Access Centres by Province



On January 28, 2003, the Commissioner of Official Languages released the report of a special study on Single Window Networks of the Government of Canada.[8] The study focused in particular on Industry Canada's Canadian Business Service Centres (CBSCs), and on Service Canada. At the time the study was carried out, Service Canada was still a pilot project under the management of Treasury Board Secretariat.

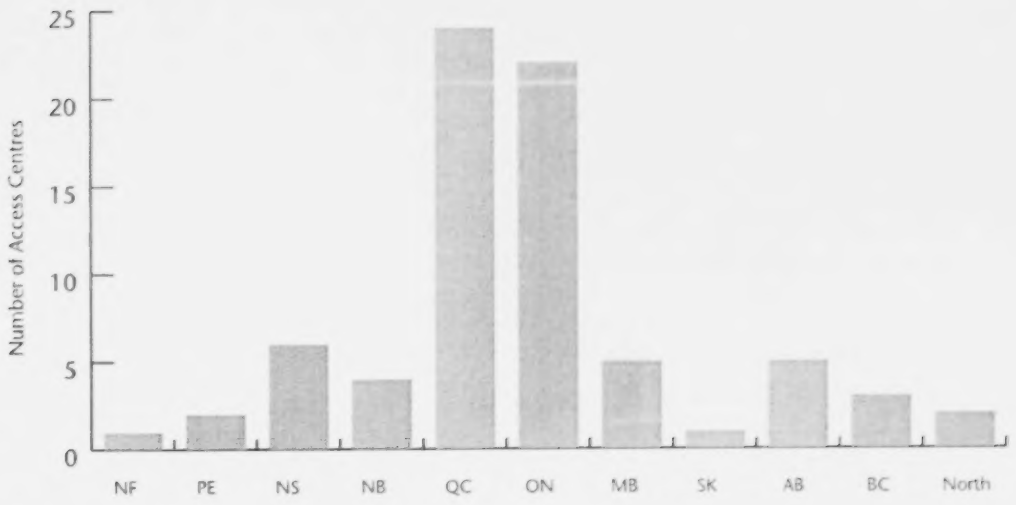
The report was very positive and supportive of the advantages of single windows for Canadians in general, and found that Service Canada had taken official language requirements into account in the development of its access centre network. In general, the Commissioner seemed satisfied that HRDC was taking appropriate actions to deal with the particular issues raised in the study. Recommendations five through nine of the report dealt with Service Canada. A brief review of the recommendations and the current status of each issue is provided below.

Recommendation #5

That HRDC, by March 1, 2003, ensure that Service Canada In-Person Access Points are provided with the official languages practises and procedures kit prepared by the Treasury Board Secretariat Implementation Team.

This information was made available to all access centres in the network by publishing it on the Service Canada Resource Centre extranet. An e-mail message announcing the availability of the kit was sent to all service providers, local

Figure 8: Distribution of Bilingual Access Centres



managers, partner department and agency coordinators and HRDC regional coordinators on February 25th.

Recommendation #6

That HRDC, by March 1, 2003, examine the keyboards that are being used in the Service Canada Access Centres and ensure that they display the French accent signs and that the software used can easily produce them, in full compliance with the Treasury Board Information and Technology Standard.

The Service Canada Project Office communicated with all service providers, local managers, partner department and agency coordinators and HRDC regional coordinators on this issue on February 25, 2003. The need for bilingual keyboards was also incorporated into the Service Canada Service Improvement Plan to ensure that the requirement is fully addressed during 2003-2004. On-going monitoring of compliance will be incorporated into the Service Canada Project Office's site monitoring program.

Recommendation #7

That HRDC, by March 1, 2003, develop a communication strategy for making the network of Service Canada In-Person Access Points well known to Canadians and ensure that the strategy clearly takes into consideration the needs of the minority official language communities.

HRDC provided a detailed response to this recommendation which was incorporated into

the final version of the study. The main point is that resources to support communication and promotion of the initiative will remain limited, at least until decisions are reached about the long-term service delivery vision of the Government of Canada. Nevertheless, Service Canada partners and access centre staff continue to undertake extensive low-cost promotional activities at the local level.

Recommendation #8

That HRDC, by March 31, 2003, put in place the necessary control mechanisms to ensure full compliance with the requirements of the Official Languages Act with the Service Canada Access Points Network.

In the final version of the report, the Commissioner expressed satisfaction with the actions being taken in this regard. These include: highlighting official language requirements in the program requirements provided to Human Resources Development Canada (HRDC) Regional Executive Heads by the Senior Assistant Deputy Minister, Service Delivery; including the same requirements in memorandum of understanding with partner departments and agencies; and monitoring official language requirements through a new site monitoring program.

Recommendation #9

That the Department of Canadian Heritage pursue, in cooperation with the Assemblée communautaire fransaskoise and federal and provincial government representatives, efforts at developing, before April 30, 2003, a strategy and a timetable for federal participation in the establishment of a viable network of single window operations in Saskatchewan, and that the necessary funding for that single window network be found by the various federal partners.

This recommendation is directed to the Department of Canadian Heritage. The position of HRDC is that this department cannot consider supporting a third party initiative, or any further expansion of the network, until the long-term service vision for the Government of Canada, and appropriate funding have been approved.

THE EVOLUTION OF PROMOTION AND MARKETING

The transition from pilot project to the new partnership has also had an impact on the way in which Service Canada is presented to Canadians. In the Developmental Phase, Service Canada was described as an "umbrella" for multi-channel, one-stop access to the Government of Canada. Results for Canadians described how Service Canada would use the electronic channel to integrate multi-channel service delivery within a consistent framework.[9] During the Developmental Phase, Service Canada not only established the access centre network, it also funded developmental projects to improve the content of the electronic channel and test new tools to facilitate access to that content.[10] The marketing approach for Service Canada reflected this emphasis on integrating telephone, Internet and in-person service delivery.

Figure 9: The Developmental Phase Service Canada Look

There was considerable discussion, but limited success during the Developmental Phase in developing a coordinated approach to marketing Government of Canada programs and services. Communications from all of the key departments and agencies stressed the importance of a citizen-centred focus and offering a choice of channels. Tag lines such as "At your service..", and later "Services for you..." appeared on a vast array of publications and products. The common approach, however, was not always reflected in a common look or design. Service Canada had its own look during the Developmental Phase. There was cross-promotion of 1 800 O-Canada and the Canada Site, but it was done with a look that was different to Communication Canada's own marketing.

The new Service Canada partnership retains a strong emphasis on integrating service delivery across channels; however, Service Canada is no longer presented as the umbrella. Service Canada and Communication Canada have adopted a common approach that promotes public awareness and understanding of three one-stop access portals under the Government of Canada banner, namely: 1 800 O-Canada; canada.gc.ca; and Service Canada access centres. As a result, Service Canada has become associated with in-person service delivery only, although still in an integrated multi-channel environment.

The new Service Canada look incorporates common design elements such as the "Call – Click – Visit" icons for each channel, the rolling flag, and the "Services for you" tag line that are also used by Communication Canada's promotion of multi-channel, one-stop access. Service Canada continues to cross-promote the other channels in its marketing. Examples of the new Service Canada look and the Public Access Banner used to promote the three access channels to government information are found in Figure 10.

Canada Post developed new signage for their kiosk that clearly identifies it as a Service Canada access centre. The design incorporates the rolling flag, the Canada wordmark, and logos for Connecting Canadians, Canada Post, and its provincial partners in Manitoba and Prince

Edward Island. The design has also been used on the publication display tower, the Service Canada comment card box and on door decals.

Communication Canada not only operates the telephone and electronic portals, it continues to take the lead responsibility for promoting and marketing access to Government of Canada services and programs. Most national and regional advertising promotes the 1 800 O-Canada and canada.gc.ca access portals but there has been little promotion of Service Canada access centres. With all three channels using common design elements, and with the in-person network expanding to the point where the vast majority of Canadians have reasonable access to in-person service, the opportunities for cross-promotion and cooperative arrangements between Communication Canada and HRDC have substantially increased, but have yet to be realized.

During the Developmental Phase, Service Canada was not a fully deployed service, it was a pilot project. It was only present in a limited number of communities across Canada which made national advertising and promotion inappropriate. As a result, local access centres were encouraged to develop a wide range of low-key and low-cost promotional activities. These included brochures, radio announcements, community newspaper articles, and community outreach at meetings with local federal government officials and non-governmental organizations. As well as participating in Communication Canada's Fairs and Exhibits Program, Service Canada personnel operated booths at dozens of local fairs, trade shows and community events.

Access centres have continued to be active and creative in finding ways to promote the services they offer by undertaking low-cost, locally arranged and delivered activities. Limited staffing and financial resources, however, have made it increasingly difficult for service providers to undertake promotional activities, or for local managers to be able to commit staff to fairs and community outreach activities. (See more information on promotional activity carried out in 2002-03 on pages 44-45.) Similarly, at the national level it has not been possible to fund the development of new marketing and promotional products featuring the new common design elements. As a result the existing stock of old look materials will remain in use until they can be gradually phased out and replaced by new products.

Figure 10: The New Service Canada Look and Public Access Banner

THE PERFORMANCE MANAGEMENT FRAMEWORK

Promotion of a citizen-centred service delivery culture has been a key objective of Service Canada since its inception, and this is reflected in its performance management framework. The basic elements of Service Canada's performance management framework developed during the pilot project by TBS have been retained in the new network. Adjustments and improvements were implemented during the transition to HRDC to reflect the needs of the new network.

Three reporting mechanisms are employed on an on-going basis as the primary sources of performance information. Quarterly reports submitted by access centre managers track progress in service delivery by measuring client traffic and access centre activities. Comment cards provide a measure of client satisfaction and feedback. Site monitoring visits complement other tools by verifying compliance with Service Canada operational requirements and allowing for access centres to provide feedback to the SCPO.

A brief description of each of the primary mechanisms is provided below. In addition to these mechanisms, however, other tools have been employed on an ad-hoc basis to capture additional data, both at the local and national levels. Individual access centres have undertaken exit surveys, focus groups and informal consultations. In the last year of the Developmental Phase, Service Canada access centre clients participated in a major telephone survey on single window services conducted by the Institute of Public Administration of Canada and the Public Sector Service Delivery Council.[11] Data from that study and local surveys and feedback activities have been important contributions to Service Canada's ongoing monitoring and evaluation. Further details are provided below.

a. Quarterly Reporting

Quarterly reporting was initiated during the Developmental Phase and has continued in the new network. The innovative nature of the Service Canada initiative and the diverse nature of the pilot network presented many challenges in developing workable, consistent and reliable data capture and reporting systems. This continues to be a challenge in the new network, however, through extensive consultation, negotiation and compromise the quality of reporting has steadily improved.

The current quarterly reporting questionnaire for full service access centres includes ten questions. Data is captured on the following elements:

1. Number of clients served.
2. Number of clients referred to other jurisdictions.
3. Services used (personal assistance, Internet assistance, Internet without assistance, telephone, publications/forms).
4. Subject matter of requests for personal assistance.
5. Promotional activities undertaken and number of persons reached.
6. Service delivery difficulties, problems, challenges encountered.
7. Feedback mechanisms used.
8. Service improvement priorities identified.
9. Service improvements implemented/under consideration.
10. General comments and feedback.

Starting in the fourth quarter of 2002-03, a separate reporting template has been established for satellite access centres. This became necessary due to the inherent differences in the manner in which services are delivered at satellite access centres, and the different organizational structure of Canada Post. As a result the satellite access centre quarterly report template only captures the data from questions 1, 2, 4 and 10 of the full service access centre template, and only with respect to clients who receive personal assistance.

The reporting for satellite centres differs in part because the computer workstations at Canada Post CAP sites are not exclusively dedicated to obtaining information on the Government of Canada. They are free Internet access computers that clients may use for any legal purpose. As a result there is no effective way of isolating self-serve Service Canada clients who use these computers. Also, satellite access centres are not engaged in the type of promotion and outreach activities that full service access centres undertake. Finally, Canada Post has its own corporate client feedback and service improvement processes and systems in place.

The quarterly activity data collected from access centres is tabulated and presented in detailed and summary versions of a quarterly report. These results are provided to national management, regional coordinators, partner departments and agencies, and through the Service Canada Resource Centre to all access centre managers and service providers.

b. Client Feedback

In order to evaluate client satisfaction with the services provided, standard client comment cards have been used at all Service Canada access centres since the Developmental Phase. Based on the Common Measurements Tool (CMT) scale[12] and the five drivers of client satisfaction,[13] these cards offer clients an opportunity to provide written comments as well as ratings of the service provided.

Comment cards are a valuable feedback mechanism for local managers and service providers. In addition, access centres submit cards monthly to the SCPO to provide a network-wide measurement of client satisfaction. While surveys provide a reliable core indicator, comment cards provide an on-going, cost effective supplement. In addition to providing hard numbers, Service Canada is signalling its commitment to client-centred service by actively encouraging clients to complete a card.

From the tabulation of comment card results, the SCPO is able to generate reports at any time to provide detailed measurements of client satisfaction based on the five drivers. Reports can be generated for individual partner departments and agencies or network wide, and for various time periods.

Service Canada is participating in a pilot of an electronic feedback mechanism that will generate the same information as the printed comment card.

Comment card results are also presented in summary reports that are widely distributed and posted on the Service Canada Resource Centre.

c. Site Monitoring Program

Site monitoring visits are carried out by SCPO staff and regional coordinators as a means of verifying compliance with the operational requirements of Service Canada, and evaluating the success of individual access centres in delivering quality service. A new site monitoring process was implemented in 2002-03 that expands the scope of the program to incorporate a 360° feedback approach. Not only does the SCPO evaluate the access centre, access centre staff evaluates the support received from the SCPO.

Site visits not only verify compliance with such things as official languages, federal identity and core service requirements; they also help to build relationships between SCPO and field personnel. Ideas, suggestions and best practises are shared, and implementation issues are reviewed.

Reports are prepared on each site visit completed and the results are shared and discussed with regional coordinators. There are often issues for follow up by the SCPO team, and general observations are reviewed to determine if information obtained from one site visit has implications across the network.

PERFORMANCE RESULTS OF THE NEW NETWORK

a. Client Volume

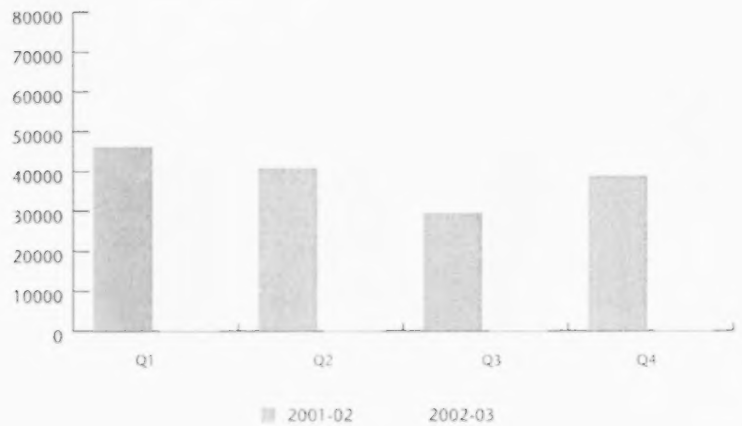
During the first three reporting periods of 2002-2003, there were far fewer access centres in operation than there had been during the Developmental Phase. In spite of this reduced network of offices, the total number of clients served actually increased by 14.1%. During the first quarter of 2002-2003 there were only 59 access centres in operation compared to 122 during the Developmental Phase, but the number of clients served was only 7% less than during the same period of the previous year. By the third quarter the number of access centres had increased to 85, and almost 18,000 more clients were served than one year before.

These results are particularly impressive during a period of transition in the management of the initiative, when resources for regular HRCC operations were severely constrained, 25 new access centres were just starting up, and there was little promotion of the service. In addition, approximately two-thirds of the network at this time was located in small, rural communities.

The 144 new satellite access centres started to report results in the fourth quarter. The number of clients recorded at satellite access centres, however, only includes those who have requested personal assistance from Canada Post staff. The number of clients obtaining information on a self-serve basis, by using the computer on their own, or by picking up a publication, is not being tracked. At this point, no system has been developed that can accurately differentiate between Service Canada clients and other users of the free Internet access CAP computers, while ensuring that the personal privacy of clients is protected.

The total number of 64,015 clients served during the fourth quarter is comprised of 51,468 full service and specialty access centre clients, and 12,547 satellite access centre clients. This represents a 22.3% increase for the full service

Figure 11: Number of Clients Served, 2001-02 to 2002-03



and specialty access centres over the average levels recorded during the previous three quarters.

The average number of clients being served each month at HRDC and Canadian Heritage access centres decreased from 249.2 during 2001-2002, to 237.4 during 2002-2003. Monthly client volume when averaged across the network as a whole decreased in the fourth quarter due to the weak initial results from the new satellite access centres that were just starting up during the period. Results by reporting period are shown in Figure 12; and Figure 13 shows the average client volume by host department or agency.

Figure 12: Monthly Average Number of Clients per Access Centre

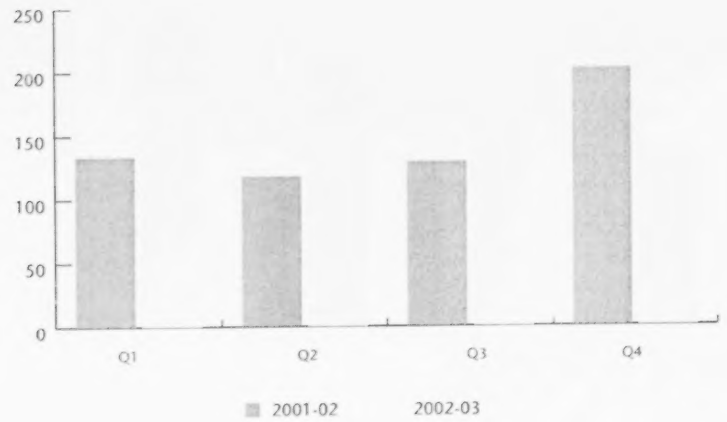


Figure 13: Monthly Average Number of Clients per Access Centre by Host Partner

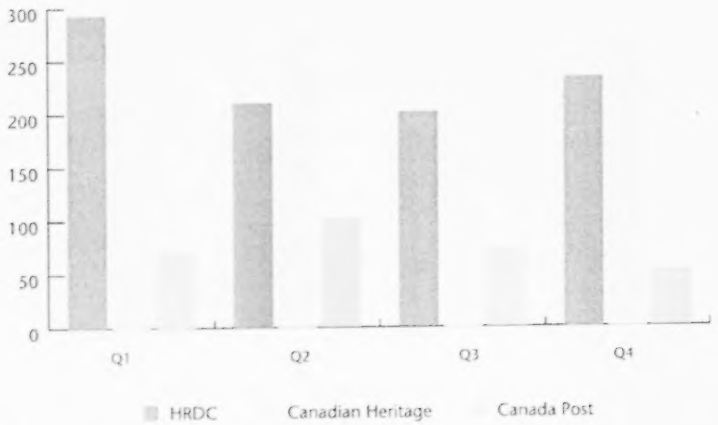
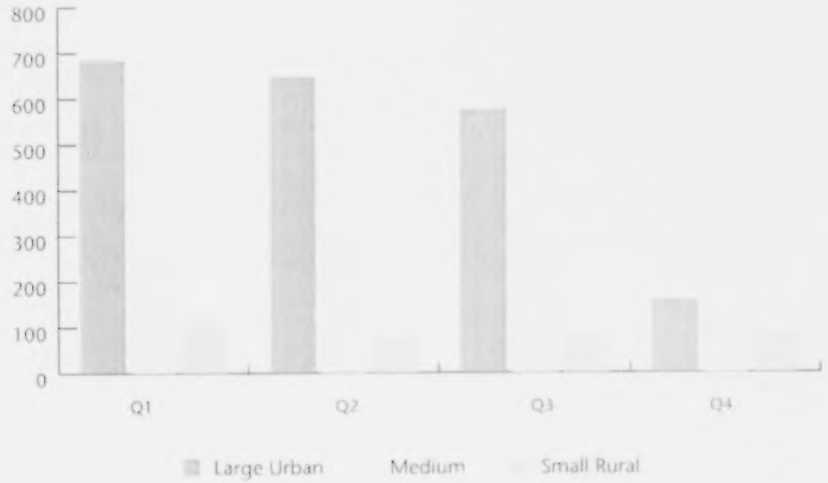


Figure 14: Monthly Average Number of Clients per Access Centre by Size of Community



Average client volumes across the network provide an indication of trends over time, but they do not provide meaningful benchmarks by which to judge the performance of individual access centres. This is because client volume is largely a reflection of the population of the area being served. Figure 14 relates average client traffic to the population of the community, showing the average client volume for access centres located in large urban, medium and small and rural communities.[14]

Some access centres located in metropolitan areas received up to 2,000 clients per month. As a group they averaged approximately 636.1 clients per month during the first three quarters, but only 516.8 for the year as a whole. The decline in the fourth quarter reflects the low traffic reported by the new satellite access centres. Access centres in medium sized communities averaged 284.9 clients per month over the year, and those in small and rural communities averaged 92.8 clients per month.

Classifying communities based on Census categories also has limited value since some census subdivisions and agglomerations are geographically extensive while others are relatively small. This results in wide variations in population density. The boundaries of these areas reflect municipal organization rather than service areas. In addition, some communities are served by several access centres, while others have only one. To take some of these factors into account, an indicator has been developed that relates client traffic volume to the population of the service area of each access centre. This is called the Community Impact Rate (CIR). A Community Impact Rate (CIR) represents the number of clients served over a period of one year as a percentage of the total population of the service area (estimated population within a 50 kilometre radius, adjusted as necessary to account for overlaps among adjacent access centres). For access centres that were only open for part of the year, the number of clients over 12 months was projected based on whatever period of actual results was available.

Figure 15 shows the average CIR for access centres categorized by community size and service offering. The average CIR for all access centres during 2002-2003 was 8.3%. The average rate among access centres located in large urban areas was 1.1%, in medium sized communities it was 5.4%, and in small and rural communities it was 13.9%. As a group, full service access centres achieved a rate of 14.9% and specialty access centres 12.1%. Canada Post satellite access centres recorded a CIR of 2.5%, however, this relatively low rate reflects the modest initial results from new centres that reported for the first time in the fourth quarter. In addition, approximately 60% of satellites are located in large urban communities.

b. Service Offering

Full service and specialty access centres track the services used by Service Canada clients. This information was also collected by the 12 Canada Post pilot access centres during the first three quarters of 2002-2003, however, as of January 1, 2003 none of the Canada Post satellite access centres provide this information. Satellite access centres are not equipped with public access telephones, and as indicated earlier, there is currently no system in place to enable Canada Post to differentiate between Service Canada clients and other users of the CAP computers except when clients request personal assistance.

The utilization of services is presented in Figure 16. The results indicate that approximately one-third of full service and specialty access centre clients obtain a publication during their visit, and almost one-half receive personal assistance in the form of path-finding or help with using the computer to access the Internet. Just less than one-third of clients obtain the information they are looking for on a self-serve basis. Less than 5% of clients use the public access telephone to access information.

Figure 15: Community Impact Rate by Size of Community Served

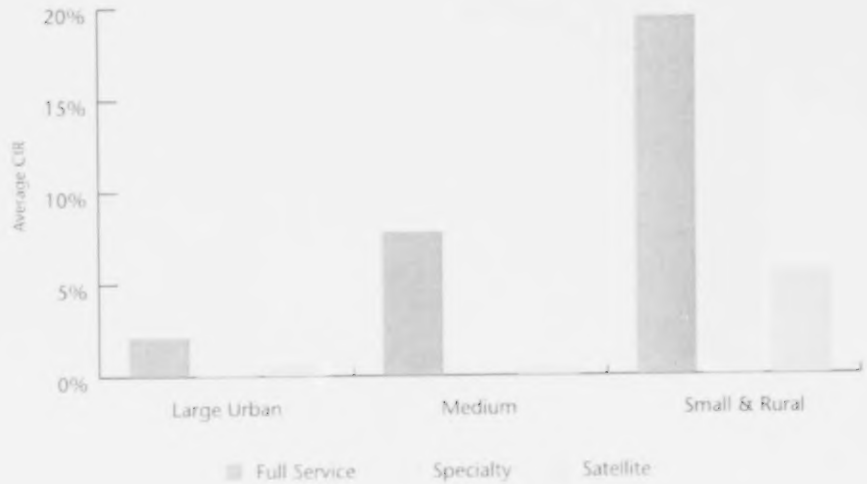


Figure 16: Services Used by Clients

There have been some significant differences reported by the three access centre hosting partners in the mix of services used by clients. About one-half of clients visiting Canadian Heritage hosted sites received personal assistance, compared to about 31% at HRDC sites and 17% at Canada Post locations. Canada Post clients were much more likely to obtain a publication; 55% of clients compared to less than one-third at HRDC and Canadian Heritage sites. Assistance with the use of the Internet was much more common at HRDC; 17% of clients compared to 10% for Canadian Heritage and 12.5% Canada Post. In addition, more HRDC clients used the Internet on a self-serve basis. About one-half of HRDC clients used the Internet with or without assistance compared to less than 40% of Canada Post clients and less than 25% of Canadian Heritage clients.

Approximately 18% of Service Canada clients are referred to another jurisdiction in order to receive the service they are looking for. Again, there are significant differences in the number of referrals reported by HRDC access centres compared to Canadian Heritage and Canada Post. This can be seen in Figure 17. The reasons for these differences are not clear, however, it may reflect the different needs of clients. Clients using Service Canada as part of a visit to an HRDC office may tend to be more interested in finding information related to employment and benefit programs administered by provinces and municipalities.

Service providers track the subject matter of requests for information from Service Canada clients. Starting with the third quarter of 2002-2003, this information has been categorized by

the same general subjects used to cluster information on the Canadians Gateway. Due to technical and privacy limitations, there are currently no systems in place to facilitate the tracking of subject matter associated with client Internet searches. The results presented in Figure 18 show the wide scope of subject matter being dealt with by Service Canada. Personal identity cards, employment and training, financial assistance, travel, and taxes are the leading categories of interest.

Figure 17: Clients Referred to Other Jurisdictions

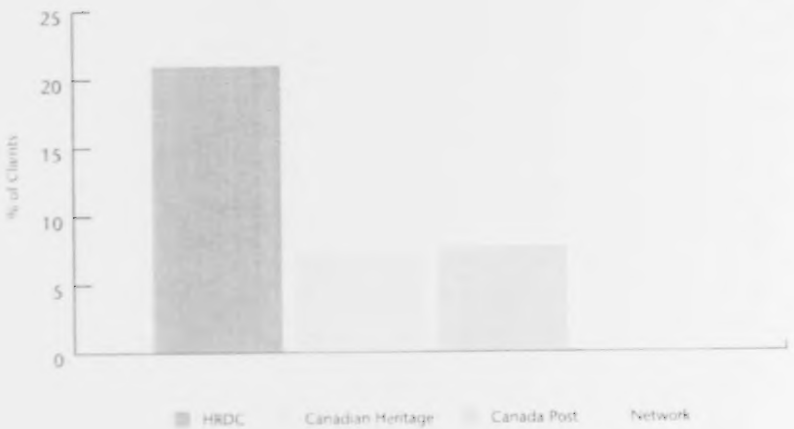
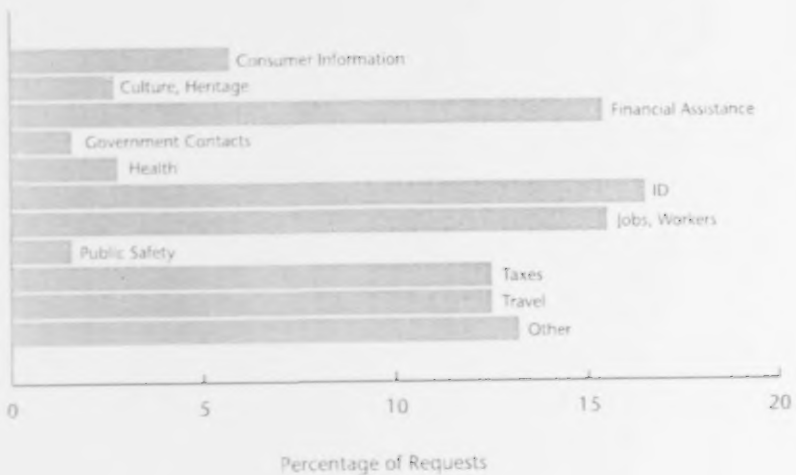


Figure 18: Information Requests by Subject



c. Promotion and Marketing Activity

Extensive community outreach and marketing has been difficult to sustain with limited resources, but Service Canada access centre managers, coordinators and service providers have proven to be inventive and creative. Over 2,200 promotional activities were carried out during 2002-2003, and over 400 advertisements were placed in a variety of media. This activity is summarized in Figures 19 and 20.

Figure 19: Number of Promotional Activities

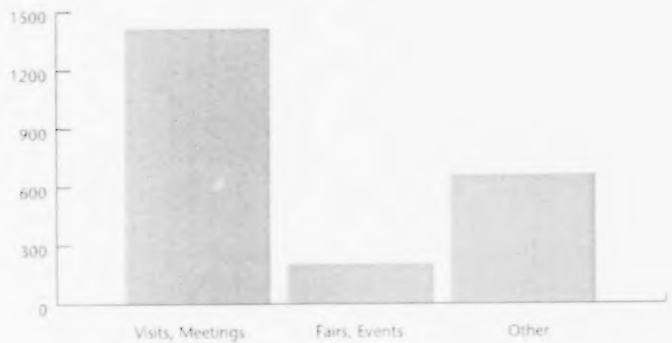


Figure 20: Advertising Media Used to Promote Service Canada

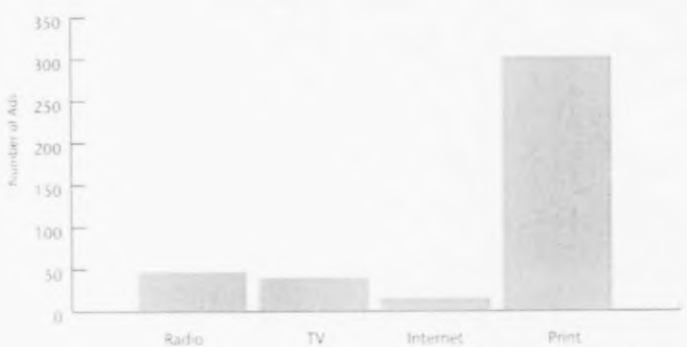
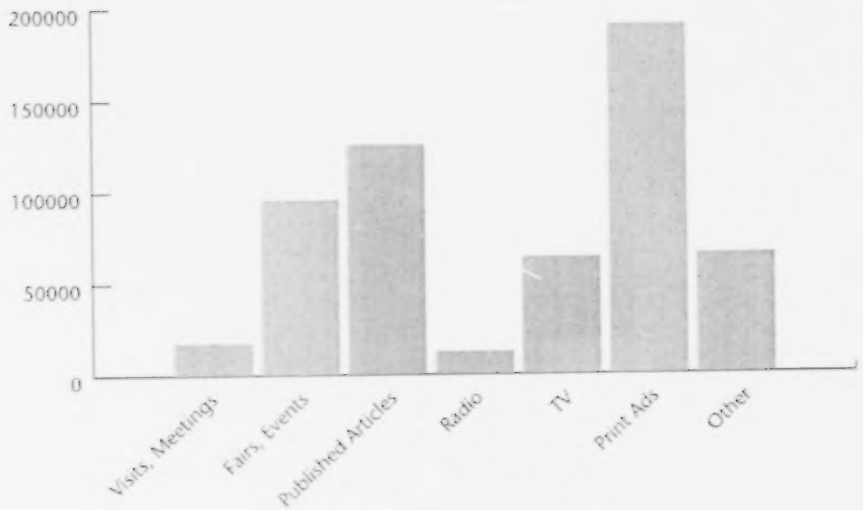


Figure 21: Number of Persons Reached Through Promotional Activities



While visits and meetings are frequently used to promote Service Canada, service providers have found attending community fairs and events a particularly effective means of reaching a large number of Canadians. Estimates of the number of persons reached through promotional activities and media advertising are shown in Figure 21.

In addition, Communication Canada promotes Service Canada Access Centres through its print and media advertising initiatives (for example, weekly newspapers) along with the 1 800 O-Canada telephone and the www.canada.gc.ca Internet site. Service Canada is also promoted through the Government of Canada Service guides like the recently distributed Services For You guide (April 2003) which included a promotional fridge magnet and was delivered to households across Canada.

d. Client Satisfaction

Client satisfaction data for Service Canada has been obtained from two primary sources. The most comprehensive and statistically valid survey of client opinion was undertaken in the summer of 2001 when Service Canada was still in the Developmental Phase. A telephone survey was conducted by R.A. Malatest & Associates Ltd. on behalf of the Public Sector Service Delivery Council (PSSDC) and the Institute of Public Administration of Canada (IPAC). Service Canada clients were only one group of participants in the survey which also included clients of 10 other single window initiatives. The results of

the survey were published in the report titled Clients Speak.[15]

The second source of data is obtained from tabulation of the results of client comment cards. While not a scientifically reliable source, comment cards are collected on an on-going basis from access centres and provide a useful secondary indicator of client satisfaction.

The *Clients Speak* data has been used to establish a client baseline for HRDC's Service Canada Service Improvement Plan. In doing so, it is recognized that the clients interviewed for the survey included many visiting other partner managed access centres besides those operated by HRDC. Nevertheless, the survey remains the most comprehensive and reliable source of data on Service Canada client satisfaction. A total of 237 respondents were Service Canada clients, resulting in a sample error rate of ± 6.4%, 19 times out of 20.

Survey participants were asked questions based on the five drivers of client satisfaction, as well as a question about their overall satisfaction with the service received. The key satisfaction results from the survey are summarized in Figure 22. Service Canada scored higher than the average of all single window initiatives taking part in the survey for every driver as well as in terms of overall satisfaction.

The high satisfaction ratings found in the Clients Speak survey appear to be confirmed by the results obtained from comment cards. When asked if they got what they needed from visiting Service Canada, 91.8% said yes, and 6.4% said they got part of what they needed. As shown in Figure 23, the percentage of clients saying they received what they needed is 5% higher than recorded in the final year of the Developmental Phase.

Figure 22: Satisfaction Ratings – Clients Speak Survey

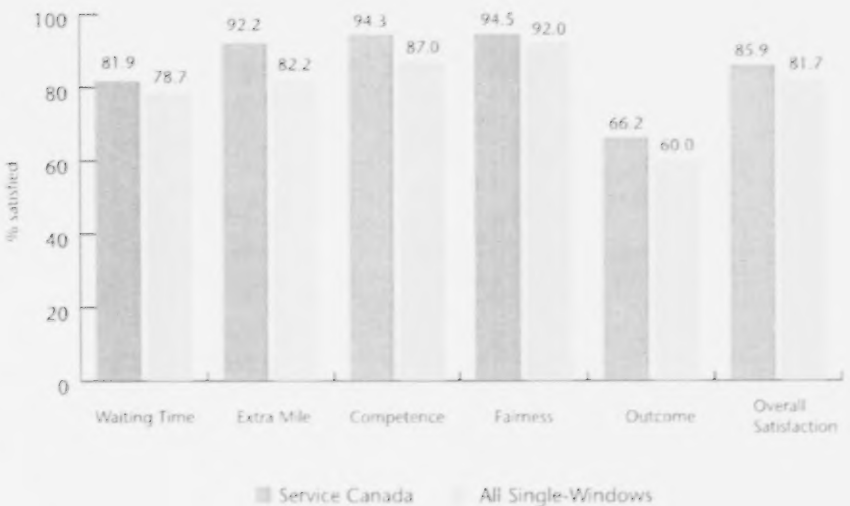


Figure 23: Satisfaction Ratings – Comment Card Results

e. Results of Site Monitoring Program

Visiting newly opened Service Canada access centres was the first priority for the 2002-2003 site monitoring program. Most of the monitoring visits were held off until fall by which time the new HRDC access centres had been operational for several months. It had originally been planned to also visit several of the new Canada Post satellite access centres, however, this was not possible due to their delayed start-up. A total of 26 access centres were visited between July and November 2002, including 5 pilot access centres and 21 new centres. All but one of the centres visited (Edmonton – Canada Place managed by Canadian Heritage) is operated by HRDC.

Most of the visits were conducted by SCPO staff, however, the Director, Integrated Client Services visited nine access centres, and was accompanied on three of those visits by the Ontario Regional Coordinator, who also completed two other site visits on her own. The Saskatchewan Regional Coordinator accompanied a SCPO representative on two visits in that province.

The site monitoring visits were constructive opportunities to help access centre staff resolve a number of minor implementation problems, to clarify operational expectations, and to discuss potential service improvements. In general, it was found that the staff engaged in delivering Service Canada are positive and enthusiastic about the initiative. At the same time, many expressed doubts about the availability of service providers to offer personal assistance to clients, and to undertake promotional activities, given service volume pressures and resource constraints. A trained service provider being readily available to offer assistance to clients is the minimum service expectation. In a number of sites, however, it was noted that Service Canada was being treated as largely a self-service operation, and that personal assistance to clients was frequently not available.

Most of the operational issues discovered during site visits related to computer and Internet set-up and configurations, variations in office signage, and performance management issues such as the tracking of client traffic and

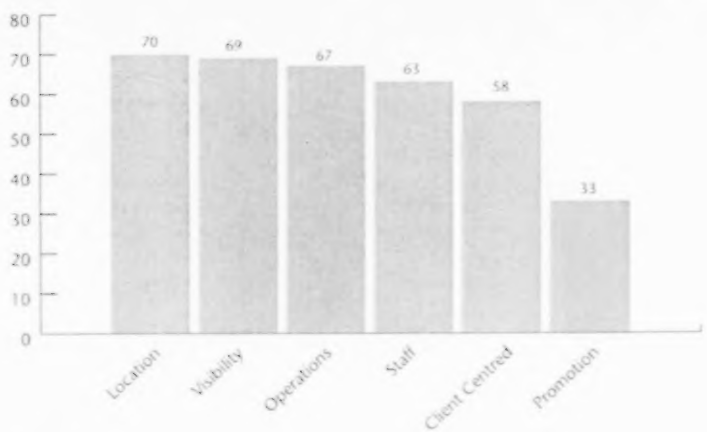
encouraging the use of client comment cards. In some locations, the physical layout of the office and the area dedicated to Service Canada were found to be less than ideal in terms of managing client reception and providing computer assistance to clients. Local offices must balance sometimes conflicting requirements for managing traffic flow, office security, and constraints resulting from co-location arrangements, while respecting client privacy, and attempting to offer clients a pleasant environment in which to conduct business.

Computer related issues included problems with filtering software, the ability to open and print documents in pdf format, and different approaches to the user interface. Each region has developed its own solutions to accommodate the special requirements of Service Canada with varying degrees of success. Many of the technology issues could be resolved through development of national standards; specifically the release of the Service Canada version of Citizen Access Workstations (CAWS), anticipated during 2003-04.

Office signage varies greatly, both externally and internally. The external signage issues are not restricted to the presence of Service Canada but in fact reflect a larger issue across the HRCC network. Some offices are still identified as Employment Centre, or Info Centre, while others have variations such as Human Resources Centre, Human Resources Canada, or Human Resource Centre of Canada. Not all access centres are able to display external Service Canada signage due to the particular property management rules in place for their office. Internal signage identifying the presence of Service Canada, the availability of personal assistance, and the location and purpose of the Service Canada computer and telephone, was inadequate in several locations. Suggestions for improvements were discussed with local staff at each office, but some issues have to be addressed at the regional or national level.

Overall, the ratings of access centres (Figure 24) ranged from acceptable to very good in terms of location, visibility and identification of the services offered, and operational readiness. The preparedness of service providers was somewhat lower than might be expected, however, it must be remembered that most of the sites visited were new and the staff had not yet had much experience in delivering Service Canada. The areas of greatest weakness were implementation of client-centred feedback mechanisms, and promotion of Service Canada. The importance of these two areas was stressed with local staff

Figure 24: Rating of Access Centres by the SCPO



during visits, and has been discussed extensively with regional coordinators and with the network generally through the Service Canada Resource Centre.

Access centres were rated using a five point scale and a methodology based on the Common Measurements Tool (CMT).

Location – convenience and accessibility for clients;
Visibility – signage, office layout, location and purpose of computer etc.;
Operational Readiness – staff trained, equipment set-up and functioning, official language requirements, activity tracking systems;
Staff Preparedness – understanding of tools and resources, expectations;
Client Centred – use of comment cards, feedback mechanisms, service improvement;
Promotion – visits, presentations, fairs, events, advertising activities.

Access centre managers and service providers at the access centres visited were asked to rate the services and support they receive from the Service Canada Project Office. The result of this feedback is summarized in Figure 25 below. Not surprisingly the two areas where access centre staff felt that support from the SCPO was lacking involved local promotion of the initiative and understanding of performance reporting requirements. Support for the use of comment cards was particularly low. There is an obvious co-relation between the areas of concern noted by the SCPO in their evaluation of access centres, and the areas of concern noted by access centre staff. Knowing this helps the SCPO and regional coordinators to focus their efforts in the coming year on addressing these concerns.

Figure 25: Rating of the SCPO by Access Centres

		SCORE
1	The SCPO does a good job of communicating with access centres.	78
2	The SCPO is open to suggestions and comments on ways to improve the initiative.	82
3	The SCPO core publication list is relevant and appropriate to the needs of our clients.	81
4	The Service Canada Electronic Storefront is easy to use and reliable.	88
5	Delivery of publications, forms and promotional products is timely and reliable.	92
6	The HelpDesk is accessible, informative and timely in its responses.	89
7	The Service Canada Resource Centre (Extranet) is easy to use and provides valuable tools and information.	82
8	The Service Canada – Feature of the Month – program is worthwhile.	81
9	The SCPO provides the necessary support to successfully promote the initiative locally.	63
10	The Quarterly Report is easy to understand, complete and submit.	61
11	Comment cards are a useful client feedback tool.	46
12	Service Canada does a good job of communicating performance results.	78
13	Overall level of satisfaction	80

Note: A five point rating scale and CMT methodology was used to convert the results to a single score out of 100.

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5	Delivery of publications, forms and promotional products is timely and reliable.	92
6	The HelpDesk is accessible, informative and timely in its responses.	89
7	The Service Canada Resource Centre (Extranet) is easy to use and provides valuable tools and information.	82
8	The Service Canada – Feature of the Month – program is worthwhile.	81
9	The SCPO provides the necessary support to successfully promote the initiative locally.	63
10	The Quarterly Report is easy to understand, complete and submit.	61
11	Comment cards are a useful client feedback tool.	46
12	Service Canada does a good job of communicating performance results.	78
13	Overall level of satisfaction	80

Note: A five point rating scale and CMT methodology was used to convert the results to a single score out of 100.

SERVICE IMPROVEMENT

When HRDC assumed responsibility for Service Canada, the development of service improvement plans for each HRDC region was already well underway. For this reason it was decided to produce a separate plan for Service Canada in 2002-03. In the future, when these plans are updated and revised it will be possible to integrate Service Canada into the regional plans. In addition, it was decided to limit the scope of this first plan to access centres managed by HRDC so as not to conflict with service improvement activities being undertaken by Canada Post and Canadian Heritage. Nevertheless, many of the actions undertaken to implement the plan will be of benefit to the entire network.

Once the new network had been operational for several months, a significant amount of both quantitative and qualitative data had been collected that could be used as the basis for establishing service improvement priorities and an implementation plan. The primary data sources are quarterly reports, comment cards, and site monitoring visits. Additional data specific to Service Canada was obtained from the Clients Speak study. All of this available data was compiled to establish national and regional client baselines.

The Clients Speak study rated overall satisfaction of Service Canada clients using a CMT scale at 85.9. This compares to an average score for all single window initiatives participating in the study of 81.7. The Clients Speak data has been used as the national baseline for Service Canada because it is the most comprehensive and statistically valid source available. There are two drawbacks to using this data which must be acknowledged. The survey is now quite dated (summer 2001), and the clients surveyed were not exclusively visiting HRDC hosted access centres. While comment card results would have provided more current data, they do not represent a valid random sample of Service Canada clients.

The regional baseline data was reviewed by HRDC regional coordinators who consulted with access centre managers and service providers to identify service improvement priorities. The regional and national baseline data together with the service improvement priorities identified by the regions was reviewed by the SCPO to establish national service improvement priorities. Implementation actions to achieve each priority along with assignment of responsibility, timeframes, expected results and measurement tools were developed to complete the plan. The Service Canada Service Improvement Plan for HRDC access centres was finalized on March 31, 2003.

The Service Improvement Plan will be used as a fundamental planning document guiding the development of Service Canada's operational plan and budget for 2003-04. The SCPO will be responsible for the implementation of national priorities and for overall coordination of service improvement activities. In addition, the SCPO will coordinate its activities with other related corporate initiatives such as the development of services standards for the front-end, the Modernizing Service for Canadians initiative, the development of a Client Charter, and the performance indicators review. Regional coordinators are responsible for implementation of their respective regional service improvement priorities. Access centre managers and service providers will undertake service improvements within their respective access centre, and will report progress through the quarterly reporting process and special reports as required.

CONCLUSION: LOOKING AHEAD

During 2002-03, Service Canada has successfully made the transition from the Developmental Phase, where TBS established the basic service offering and tested different delivery models, to a new management and organizational structure under the lead of HRDC. The focus during the past year was on preserving the core of the pilot network, and expanding the reach of Service Canada into many more communities, within the constraints of available resources.

Over the coming year, Service Canada will solidify the expanded network, and fine tune its operations. The initiative is poised to move forward in terms of further development of the service offering and expansion of the network; however, progress depends on critical decisions regarding the government's service delivery vision, the place of in-person one-stop access, the integration of the Service Canada initiative with HRDC's Modernizing Service for Canadians, and finding sustainable sources of funding.

It is anticipated that before the end of March 2004, the future place of Service Canada within the Government of Canada's long term service vision, and specifically within HRDC's future in-person service delivery channel, will be determined. The decisions to be made over the next year should determine Service Canada's mandate, what services it will deliver in the future, how it is structured and organized, and if its network of in-person offices will be expanded to serve more Canadians across the country. Service Canada currently enjoys high approval ratings from its clients, but the service offering remains at a basic level, and the physical network remains only partially developed. For Service Canada to realize its potential, further development is anticipated on both fronts.

One-stop information services can contribute significantly to reducing the incidence of clients experiencing multiple referrals from one office to the next before receiving the service they are seeking. If Service Canada remains an information service only, however, there will always be at least one referral before the client reaches a substantive service. For clients to have a true one-stop service experience, Service Canada must move beyond information, path-finding and coaching, and offer clients single window access to substantive services.

During the Developmental Phase, an estimated 17% of Canadians had reasonable access to a Service Canada access centre. With the dramatic expansion of the network during 2002-03, 80.5% of Canadians now have reasonable access to Service Canada. While this is a significant improvement, many important issues must still be addressed in terms of how well Canadians are being served. Most of the improvement in coverage is the result of the addition of new Canada Post satellite access centres in large urban centres. Satellite access centres currently only offer limited services, and most Canadians do not have reasonable access to the full range of services available from full service and specialty access centres. In addition, the access centre network has not been consistently and equitably distributed across the country.

Key to the future of one-stop in-person service delivery, no matter what form it will take in the future, is the issue of sustainability. Canadians want single window service, and leveraging the government's existing service delivery infrastructure and human resources to broaden the scope of services available seems to make sense. But building the capacity to deliver a high quality service, reasonably accessible to all Canadians, will require vision, commitment, and sustained effort across government. Creative ways must be found to build that capacity and transform how Canadians transact business with government, without disrupting traditional service delivery processes.

a. Development of the Service Offering

Future development of the Service Canada service offering will involve work on at least four essential elements.

IMPROVE CAPACITY TO PROVIDE PERSONAL ASSISTANCE

One of the fundamental elements of in-person service is the ability to offer clients personal assistance from well trained service providers. Service Canada helps to bridge the digital divide by offering assistance on the use of the electronic channel to those that are uncomfortable or unfamiliar with the use of the Internet. Other clients come to an in-person office specifically because they choose to deal with a person rather than a computer, and they prefer to have that interaction face-to-face rather than over the phone.

To adequately meet the need of Canadians for personal assistance will require expanding the full service component of the network, and ensuring adequate human resources are dedicated to providing personal assistance. Equally important, a significant commitment to staff training and development will be required. Staff turnover, expansion of the scope of services offered, and the continuing changes in government programs and services, are all factors that contribute towards the need for a comprehensive, ongoing training program for Service Canada service providers, coordinators and managers.

EXPANSION OF CORE INFORMATION SERVICES

Through the electronic and telephone channels, Service Canada clients can access information on all Government of Canada programs and services. In addition, access centres stock a core list of the most frequently requested forms and publications. While each access channel has its particular limitations and strengths in terms of the comprehensiveness and quality of the information that can be provided, Service Canada can minimize the limitations by integrating access via all three channels from one location.

The scope, volume and quality of information available to clients continues to improve, particularly over the electronic channel. Further expansion of the scope of print material distributed through access centres could take several paths. The core list, meaning the essential materials that all access centres must distribute, will remain limited by the display and storage capacity of the smaller access centres. There is already a reduced core list for satellite access centres. Where additional capacity exists, however, there could be an enhanced list, or perhaps specialty lists tailored to particular client groups as appropriate to the site. There could also be expanded offerings in centres offering multi-jurisdictional co-locations, or linkages to business, non-Canadian, or non-governmental agency partners.

Currently, Service Canada distributes free publications only. Subject to putting appropriate financial arrangements and controls in place, Service Canada could facilitate the ordering and purchasing of government publications that are available for sale. This would improve Canadians access to the vast array of reports, technical data, legislation, maps and other information available in both printed and electronic forms.

IMPROVE PROMOTION AND OUTREACH

Improving the presence and profile of the Government of Canada remains one of the fundamental purposes of Service Canada. Effective promotion and outreach activities in the communities served by access centres, however, can only be undertaken if resources are available to support them. Activities undertaken locally also benefit from strong national promotion of one-stop access channels.

Once the access centre network is fully deployed, it will be important to renew the commitment to promotion and outreach activities that improve Canadians' awareness of Government of Canada programs and services.

[illegible]

Further integration of information services with substantive transactional services would move Service Canada closer to offering true one-stop service. Clients would benefit from being able to obtain information about a service, complete and submit an application form, pay any associated fees, and possibly even receive the benefit or service, all from one location. In the future, Service Canada services could include identity authentication associated with determining eligibility for services (e.g. passport, SIN card, e-pass for access to on line services, firearm applications etc.), verifying completeness of applications, receipt of applications and fees, forwarding documentation to processing centres, sale of products, and issuance of permits and licences.

Service Canada can play an increasingly important role in bridging the digital divide as government services become available on line. The experience over the past year with HRDC's AppliWeb initiative has shown that Service Canada offers access to more efficient ways of transacting business for those that would otherwise not have access through the electronic channel, or who need some assistance and coaching on use of the application.

A key prerequisite for expanding the service offering beyond information services will be putting in place appropriate legal authorities and accountability frameworks. Service Canada may require new legislation to authorize the delivery of services on behalf of other departments and agencies. Detailed business processes would also have to be worked out with the appropriate departments and agencies for each new service delivered through Service Canada. Potential issues such as liability for actions and/or negligence of staff, mechanisms for financial transfers and controls, risk management, communications, and performance management would need to be resolved.

b. Development of the Physical Network

One sign of Service Canada's success is the interest from various sources in network expansion. Many HRDC regions are anxious to see Service Canada offered in many more HRCC offices. Senior HRDC officials working in the territories have been working on a variation of the Service Canada model that would help to address the particular challenges faced in serving remote First Nation communities. There is interest in continuing the Manitoba bilingual service centre single window initiative, and there is interest for establishing similar initiatives in Saskatchewan and elsewhere.

Both Canada Post and HRDC see the Service Canada model as a vehicle for leveraging their existing network to deliver more services on behalf of government as a whole. Establishing a truly national network, capable of providing a consistent level of service across the country, equitably distributed, and offering a comprehensive mix of services, will require the continued partnership of both organizations. Canada Post offers access to many rural and remote communities in which no other public organization has a presence. HRDC offers the most complete full service network of any federal department. In addition, the future Service Canada network could include a mix of federal-provincial co-locations, third party contracted sites, and multi-jurisdictional specialty centres operated under a variety of arrangements.

Development of the physical network needs to be based on criteria that will ensure a reasonable level of access to in-person services in rural, remote, suburban and urban communities. The criteria could be some combination of population coverage (% of Canadians within

50 kilometres of an access centre); a specified minimum number of access centres located within small, rural communities; and accommodation for special population groups such as youth, First Nations, minority languages etc.

c. Service Canada and HRDC's Modernizing Service for Canadians Initiative

The future of Service Canada is now clearly linked to the future of HRDC's Modernizing Service for Canadians (MSC) initiative. The department is undertaking a major transformation of the processes and structures that deliver HRDC's core business to Canadians. All aspects of departmental operations are being evaluated so as to move the department dramatically forward in its ability to deliver quality services to Canadians in ways that meet the needs of clients.

Service Canada offers one model upon which the department can expand the scope of services offered to Canadians and become a point of access to the whole of government. This approach not only satisfies Canadians need for one-stop access, it also helps the government to maximize the service delivery capacity of its existing investment in infrastructure and human resources.

While HRDC develops its internal service delivery models and plans for the transformation of its processes, the broader service delivery community is engaged in defining service visions for Canadians, business and non-Canadians. The two processes are linked and are developing in parallel. The opportunities and priorities for consolidation of service delivery networks, the role of single window networks, and the potential of on line services, are all key questions that are being examined. How these questions are resolved will determine in large part what form Service Canada will take in the future.

ENDNOTES

[1] Service Canada Working Group Report on a New Integrated Approach to Service Delivery, November 1998, pg. 9.

[2] Service Canada Strategic Business Plan 1999-2000, Service Canada Implementation Team, May 1999, pgs. 8-9.

[3] The Service Canada Initiative Developmental Phase Report 1999-2001, Treasury Board Secretariat, October, 2001, pg. 70.

[4] A second regional training session organized and paid for by Saskatchewan Region was held in April 2003 for twelve HRDC staff from three access centres in that region. Similar regional training sessions are being planned in other regions for 2003-2004.

[5] Population density calculated by Statistics Canada, 2001 Census.

[6] Citizens First 2000, Erin Research Inc., Institute of Public Administration of Canada and Public Sector Service Delivery Council, 2001, pg. 56.

[7] At the time that the need for additional rural sites was being determined, none of the retained pilot access centres in Newfoundland and Labrador were classified as small or rural. The population figures used included surrounding areas that were more extensive than the limits of the Census Agglomerations in which they were located. This resulted in 3 additional sites being established in that province. However, the methodology used in this report indicates that 5 out of 8 sites are in small and rural communities. The opposite situation arises in New Brunswick where the town of Edmundston had been classified as small and rural, but under this analysis it is classified as a medium sized community.

[8] The Single Window Networks of the Government of Canada, Paul Fortier and Marcel Charlebois, Office of the Commissioner of Official Languages, January 2003.

[9] Results for Canadians, A Management Framework for the Government of Canada, Treasury Board Secretariat, 2000, pg. 27.

[10] For a summary of these projects, see the Developmental Phase Report, Appendix 4.2.

[11] Clients Speak, A Report on Single-Window Government Services in Canada, R.A. Malatest & Associates Ltd., Institute of Public Administration of Canada and Public Sector Service Delivery Council, 2002.

[12] The CMT methodology is explained in A How-to Guide for the Service Improvement Initiative, Treasury Board of Canada Secretariat, 2001. See also Client Satisfaction Surveying: A Manager's Guide, Faye Schmidt with Teresa Strickland, Canadian Centre for Management Development, 1998.

[13] Citizens First 2000 identified the 5 key drivers of client satisfaction as timeliness, knowledge/competence, "the extra mile/ the extra smile", fairness and outcome.

[14] See explanation of community size categories on page 30.

[15] See note 11 above.

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Responsibilities of Service Canada Partners

In its leadership role for in-person one-stop service delivery, Human Resources Development Canada (HRDC) will:

- Enter into agreements with other departments or agencies (such as Canada Post or Canadian Heritage), to operate Service Canada access centres (full service or satellite sites) within their existing service networks.
- Enter into agreements with departments or agencies (such as the Rural Secretariat of Agriculture and Agri-Food Canada and the Federal Economic Development Initiative for Northern Ontario (FedNor)) to support the establishment and operation of Service Canada access centres.
- Lead the business and operational planning processes, and determine operational requirements and procedures to meet the service standards and fulfil agreements for the delivery of information services through the Service Canada in-person access centres.
- Support the establishment of Service Canada access centres by coordinating training activities, and by providing signage and operating specifications and other management and coordination as required.
- Also enter into agreements with other federal departments and agencies to deliver one stop access to the broadest possible range of information services.

In its leadership role for 1 800 O-Canada and the Canada Site, Communication Canada will:

- Coordinate the development and implementation of the Government's strategic corporate communications plan and marketing activities in support of one-stop service over all three channels.
- Provide basic training for service providers, at the request of HRDC, up to a level agreed upon by the Service Canada partners.
- Provide multi-channel one-stop access that meets the service needs of specific groups, such as rural Canadians, and needs in other areas of interest, as determined by polls and surveys of Canadians.
- Provide other operational support as negotiated with HRDC.

In its leadership role for developing service policy, the Treasury Board Secretariat will:

- Develop a framework to promote coherent multi channel one-stop service.
- Coordinate the preparation of the Annual Report on the Service Canada Initiative.
- Undertake ongoing assessments of the Service Canada Initiative by monitoring and reporting to the Deputy Ministers' committee on the progress made in adhering to the above-mentioned principles, and supporting the Results for Canadians, Government On-Line and the citizen-centred service agendas of the partners.
- Develop, in consultation with partners, a broad strategic service vision for the Government including points of service, telephony, the Internet and one-stop service, and prepare a Memorandum to Cabinet in 2003.
- Manage overall relations among Service Canada partners, ensuring that Service Canada remains an initiative for the entire Government and is well aligned with Government On-Line and other service improvement initiatives.

APPENDIX 2

Responsibilities of the Service Canada Project Office

The Service Canada Project Office (SCPO) has been established within the Service Delivery Directorate of Human Resources Development Canada (HRDC), to direct the Department's responsibilities for management of the Service Canada network of in-person access centres. The primary roles and responsibilities assumed by the SCPO are described as follows.

PARTNER AND REGIONAL RELATIONS

- Provides information and advice to the Director General, Service Delivery as the HRDC member of the Service Canada Operations Committee, and also to the Deputy Minister as the HRDC member of the Service Canada Partners' Committee;
- Liaises with the key strategic partners in the Service Canada initiative, namely Treasury Board Secretariat and Communication Canada, so as to harmonize and integrate the development of one-stop service delivery;
- Negotiates agreements with Canada Post, Canadian Heritage, and other departments and agencies as required, with respect to establishing and operating Service Canada access centres;
- Negotiates agreements with departments and agencies such as Communication Canada, the Rural Secretariat and FedNor, that support the establishment and operation of Service Canada access centres either financially or through the provision of support services;
- Develops operational requirements and an accountability framework that provides for the effective management of the Service Canada access centres operated by HRDC Regions;

NETWORK OPERATIONS AND SUPPORT

- Manages communications with partner and departmental regional Service Canada coordinators on all aspects of network operations;
- Develops in consultation with relevant departments and agencies, Service Canada operating policies, standards and guidelines with respect to such matters as computer workstation standards, Internet security and filtering software, signage, communication/promotional product design (common look and feel), official languages, accessibility, human resources, etc.;
- Manages the content of the Service Canada Web Site;
- Supports the operation of Service Canada access centres by:
  - coordinating overall training activities;
  - providing on-going service provider support tools (telephone and e-mail Help Desk, Online Resource Centre (Extranet));
  - coordinating the ordering and distribution of core publications, forms and communication/promotional products through the Online Storefront;
  - organizing "feature of the month" push promotions;
  - coordinating Service Canada presence at the Canada Pavilion during fairs and exhibitions;

PERFORMANCE MANAGEMENT

- In consultation with key partners, develops the framework and tools for performance monitoring and evaluation of the in-person access centre network;
- Collects quarterly activity data from all access centres and produces summary and detailed reports;
- Collects Service Canada Client Comment Cards from all access centres on a monthly basis to provide a measure of feedback and client satisfaction;

- Conducts site visits of access centres to build the relationship with frontline staff, develop understanding of the Service Canada mandate, provide feedback to the SCPO, and to explore the difficulties and challenges faced by access centres in implementing Service Canada;

NETWORK DEVELOPMENT

- In consultation with partners and HRDC Regions, develops and refines the Service Canada "core content" of service offerings and service levels, and works with other Government of Canada departments and agencies to deliver access to the broadest possible range of information services; and
- Develops plans and evaluates options and opportunities for the future extension of the Service Canada access centre network.

APPENDIX 3

Responsibilities of HRDC Service Canada Regional Coordinators

Service Canada Regional Coordinators key responsibilities for Service Canada may be described as follows:

- Work with Service Canada Project Office (SCPO) to ensure that all new HRDC sites are ready for start-up;
- Provide a first regional point of contact for information regarding the Service Canada network including working with regional functional groups, i.e. communications, accommodation, financial services, systems, to ensure co-ordination of activities;
- Keep regional executive head up-to-date with the Service Canada initiative, with specific emphasis on regional implications;
- Deal with service issues identified by SCPO or by access centres, and playing the role of "troubleshooter" in identifying access centre issues and concerns;
- Ensuring that the following requirements are met at all access centres:
  - proper systems in place to ensure access to the Canada Site;
  - sufficient staff to ensure in-person service;
  - connection to the 1 800 O-Canada information line;
  - sufficient supply of publications and forms;
  - printer connected to computer workstation;
  - submission of regular performance reports; and
  - appropriate training of staff.
- Recommending allocation of Service Canada funding to HRCCs hosting Service Canada access centres, as well as working in co-operation with regional financial experts and staying abreast of financial requirements/forecasting;
- Having regular contact with HRDC access centres in the region, i.e. through teleconferences, meetings, visits, etc..

APPENDIX 4

Methodology for Estimating Population Coverage

The purpose of this analysis was to estimate the number of Canadians living within a reasonable commuting distance, assumed to be 50 kilometres, of a Service Canada access centre. The first step was to select an appropriate level of geography that would allow spatial analysis of population patterns across Canada. The basic unit must be comprehensive enough to operate at a distance of 50 kilometres or less in most cases, but not so fragmented as to have a very large number of units of observation.

The Census Divisions (CD) used by Statistics Canada, of which there are 288, are generally too large geographically. As a result, Census Subdivisions (CSD) were selected. There were 5,600 CSDs across Canada represented in the 2001 Census. CSDs are generally equivalent to municipalities in areas that have municipal organization. In other areas CSDs may represent Indian reserves or areas without municipal organization that are roughly equivalent in geographic area to municipalities.

Using Statistics Canada's mapping of CSDs, a distance of approximately 50 kilometres surrounding an access centre was plotted to determine which whole CSDs were within the service area of that access centre. This is not always accurate due to elements of geography such as rivers, lakes, mountains, and transportation routes. As a result, shorter distances were used where there was doubt, and CSDs that were only partly within the 50 kilometre distance were generally excluded from the analysis.

In many cases the 50 kilometre radius of two or more access centres overlap. One of two approaches was used to deal with these situations depending on whatever seemed most appropriate and reasonable. In some cases the service areas of all access centres were combined, and the total population of entire area was divided equally among the centres within that area. In other cases it was possible to split the CSDs among the centres, i.e. each CSD was allocated to a specific centre. While each approach results in different population counts for individual centres, both methods ensure that the population of an area is only counted once.

APPENDIX 5

Service Canada Initiative Milestones

KEY ACTIVITIES	DATES
PLANNING PHASE	*May 1998 – June 1999*
Treasury Board decision to examine an integrated approach to service delivery	May 1998
Creation of Service Canada Implementation Team at TBS	November 1998
Report of the Service Canada Working Group	November 1998
Creation of Service Canada Coordinating Committee (SCCC)	January 1999
Treasury Board approves Strategic Business Plan for Service Canada and launch of the Developmental Phase	June 1999
DEVELOPMENTAL PHASE	*June 1999 to March 2001*
SCCC approves the Service and Network Development Strategy	December 1999
Official opening of the first of 122 pilot access centres in Prince Albert, Sask.	January 2000
Service Canada Initiative: A Report on the First Year	November 2000
DEVELOPMENTAL PHASE EVALUATION	*April 2001 to March 2002*
Report to TB Ministers: The Service Canada Initiative Developmental Phase Report	1999-2001 October 2001
President of Treasury Board, Hon. L. Robillard, announces end of Developmental Phase, a New Service Canada Partnership and expansion of in-person network	February 2002
Service Canada Strategic Partnership Agreement	March 2002
TRANSITION PHASE	*April 2002 to March 2004*
HRDC assumes responsibility for management of the in-person network	April 2002
Memorandum of Understanding signed with Canada Post for 156 satellite access centres	July 2002
Training of service providers at new access centres	July to December 2002
25 new HRDC Service Canada access centres open	July to October 2002
Service Canada opens within a new Bilingual Service Centre in St-Pierre-Jolys, Manitoba as part of Manitoba Single Window Initiative	October 2002
Treasury Board approves roles and responsibilities for Service Canada partners	December 2002
Memorandum of Understanding signed with Rural Secretariat and FedNor for support of new access centres in rural Canada	December 2002
144 new Canada Post satellite access centres open	December 2002
Services withdrawn from 6 six Canadian Heritage access centres	March 2003

APPENDIX 6

List of Service Canada Access Centres, 2002-2003

ACCESS CENTRE	HOST PARTNER	FULL SERVICE	SPECIALTY	SATELLITE	COMMUNITY TYPE	CAP SITE	PILOT SITE
British Colombia							
Comox Valley	HRDC	1			M		1
Cranbrook	HRDC	1			M		1
Kamloops	HRDC	1			M		1
Nelson	HRDC	1			SR		
Prince Rupert	HRDC	1			SR		
Salmon Arm	HRDC	1			SR		1
Abbotsford – Clearbrook	Canada Post			1	LU	1	
Abbotsford – Montrose Avenue	Canada Post			1	LU	1	
Aldergrove	Canada Post			1	LU	1	
Chase	Canada Post			1	SR		1
Chilliwack	Canada Post			1	M	1	
Fort Langley	Canada Post			1	LU	1	
Gibsons	Canada Post			1	SR		1
Lillooet	Canada Post			1	SR		
Mackenzie	Canada Post			1	SR		
Maple Ridge	Canada Post			1	LU	1	
Nanaimo	Canada Post			1	M	1	
Port Hardy	Canada Post			1	SR		
Prince George	Canada Post			1	M	1	
Smithers	Canada Post			1	SR		
Surrey	Canada Post			1	LU	1	
Vancouver – Pine Street	Canada Post			1	LU	1	
Vancouver – West Georgia Street	Canada Post			1	LU	1	
Victoria	Canada Post			1	LU	1	
Alberta							
Edson	HRDC	1			SR		
St. Paul	HRDC	1			SR		
Calgary – Harry Hays	*Canadian Heritage	1			LU		1
Edmonton – Canada Place	*Canadian Heritage	1			LU		1
Athabasca	Canada Post			1	SR		1
Bow Island	Canada Post			1	SR		1

ACCESS CENTRE	HOST PARTNER	FULL SERVICE	SPECIALTY	SATELLITE	COMMUNITY TYPE	CAP SITE	PILOT SITE
Calgary – 9th Avenue SW	Canada Post			1	LU	1	
Calgary – McLeod Trail SW	Canada Post			1	LU	1	
Edmonton – 103 Avenue	Canada Post			1	LU	1	
Edmonton – 124 Avenue	Canada Post			1	LU	1	
Edmonton – 80 Avenue NW	Canada Post			1	LU	1	
Lethbridge	Canada Post			1	M	1	
Medicine Hat	Canada Post			1	M	1	
Peace River	Canada Post			1	SR		
Red Deer	Canada Post			1	M	1	
St. Albert	Canada Post			1	LU	1	
Saskatchewan							
Moose Jaw	HRDC	1			M		1
Prince Albert	HRDC	1			M		1
Weyburn	HRDC	1			SR		
Indian Head	Canada Post			1	SR		1
Regina	Canada Post			1	LU	1	
Saskatoon	Canada Post			1	LU	1	
Manitoba							
Brandon	HRDC	1			M		1
Selkirk	HRDC	1			SR		1
Notre-Dame-de-Lourdes	Canadian Heritage		1		SR		1
St. Boniface – rue des Meurons	Canadian Heritage		1		LU		1
St-Pierre-Jolys	Canadian Heritage		1		SR		
Winnipeg – Place Canada	*Canadian Heritage	1			LU		1
Arborg	Canada Post			1	SR	1	
Ashern	Canada Post			1	SR	1	
Carberry	Canada Post			1	SR	1	
Emerson	Canada Post			1	SR	1	
Fisher Branch	Canada Post			1	SR	1	
Flin Flon	Canada Post			1	SR	1	
Gimli	Canada Post			1	SR	1	
Gladstone	Canada Post			1	SR	1	
Glenboro	Canada Post			1	SR	1	

APPENDIX 6

List of Service Canada Access Centres, 2002-2003

ACCESS CENTRE	HOST PARTNER	FULL SERVICE	SPECIALTY	SATELLITE	COMMUNITY TYPE	CAP SITE	PILOT SITE
British Colombia							
Comox Valley	HRDC	1			M		1
Cranbrook	HRDC	1			M		1
Kamloops	HRDC	1			M		1
Nelson	HRDC	1			SR		
Prince Rupert	HRDC	1			SR		
Salmon Arm	HRDC	1			SR		1
Abbotsford – Clearbrook	Canada Post			1	LU	1	
Abbotsford – Montrose Avenue	Canada Post			1	LU	1	
Aldergrove	Canada Post			1	LU	1	
Chase	Canada Post			1	SR		1
Chilliwack	Canada Post			1	M	1	
Fort Langley	Canada Post			1	LU	1	
Gibsons	Canada Post			1	SR		1
Lillooet	Canada Post			1	SR		
Mackenzie	Canada Post			1	SR		
Maple Ridge	Canada Post			1	LU	1	
Nanaimo	Canada Post			1	M	1	
Port Hardy	Canada Post			1	SR		
Prince George	Canada Post			1	M	1	
Smithers	Canada Post			1	SR		
Surrey	Canada Post			1	LU	1	
Vancouver – Pine Street	Canada Post			1	LU	1	
Vancouver – West Georgia Street	Canada Post			1	LU	1	
Victoria	Canada Post			1	LU	1	
Alberta							
Edson	HRDC	1			SR		
St. Paul	HRDC	1			SR		
Calgary – Harry Hays	*Canadian Heritage	1			LU		1
Edmonton – Canada Place	*Canadian Heritage	1			LU		1
Athabasca	Canada Post			1	SR		1
Bow Island	Canada Post			1	SR		1

ACCESS CENTRE	HOST PARTNER	FULL SERVICE	SPECIALTY	SATELLITE	COMMUNITY TYPE	CAP SITE	PILOT SITE
Calgary – 9th Avenue SW	Canada Post			1	LU	1	
Calgary – McLeod Trail SW	Canada Post			1	LU	1	
Edmonton – 103 Avenue	Canada Post			1	LU	1	
Edmonton – 124 Avenue	Canada Post			1	LU	1	
Edmonton – 80 Avenue NW	Canada Post			1	LU	1	
Lethbridge	Canada Post			1	M	1	
Medicine Hat	Canada Post			1	M	1	
Peace River	Canada Post			1	SR		
Red Deer	Canada Post			1	M	1	
St. Albert	Canada Post			1	LU	1	
Saskatchewan							
Moose Jaw	HRDC	1			M		1
Prince Albert	HRDC	1			M		1
Weyburn	HRDC	1			SR		
Indian Head	Canada Post			1	SR		1
Regina	Canada Post			1	LU	1	
Saskatoon	Canada Post			1	LU	1	
Manitoba							
Brandon	HRDC	1			M		1
Selkirk	HRDC	1			SR		1
Notre-Dame-de-Lourdes	Canadian Heritage		1		SR		1
St. Boniface – rue des Meurons	Canadian Heritage		1		LU		1
St-Pierre-Jolys	Canadian Heritage		1		SR		
Winnipeg – Place Canada	***Canadian Heritage**	**1**			**LU**		**1**
Arborg	Canada Post			1	SR	1	
Ashern	Canada Post			1	SR	1	
Carberry	Canada Post			1	SR	1	
Emerson	Canada Post			1	SR	1	
Fisher Branch	Canada Post			1	SR	1	
Flin Flon	Canada Post			1	SR	1	
Gimli	Canada Post			1	SR	1	
Gladstone	Canada Post			1	SR	1	
Glenboro	Canada Post			1	SR	1	

ACCESS CENTRE	HOST PARTNER	FULL TIME	PART TIME	TERMINAL	CONFIGURATION TYPE	ESP SITE	PSAT SITE
Killarney	Canada Post			1	SR	1	
Lac du Bonnet	Canada Post			1	SR		1
Lundar	Canada Post			1	SR	1	
Morden	Canada Post			1	SR	1	
Morris	Canada Post			1	SR	1	
Pine Falls	Canada Post			1	SR	1	
Portage la Prairie	Canada Post			1	M	1	
Riverton	Canada Post			1	SR	1	
Roblin	Canada Post			1	SR	1	
Russell	Canada Post			1	SR	1	
Shoal Lake	Canada Post			1	SR	1	
St. Boniface – boul. Provencher	Canada Post			1	LU	1	
St. Claude	Canada Post			1	SR	1	
Swan River	Canada Post			1	SR	1	
Thompson	Canada Post			1	SR	1	
Treherne	Canada Post			1	SR	1	
Virden	Canada Post			1	SR	1	
Winnipeg – Graham Avenue	Canada Post			1	LU	1	
Winnipeg – St. James Street	Canada Post			1	LU	1	
ONTARIO							
Bancroft	HRDC	1			SR		
Elliot Lake	HRDC	1			SR		
Fort Frances	HRDC	1			SR		
Geraldton	HRDC	1			SR		
Goderich	HRDC	1			SR		
Kapuskasing	HRDC	1			SR		
Kenora	HRDC	1			SR		
Kirkland Lake	HRDC	1			SR		
New Liskeard	HRDC	1			SR		
North Bay – Shirreff Avenue	HRDC	2			M		1
Owen Sound	HRDC	2			M		1
Parry Sound	HRDC	1			SR		
Perth	HRDC	1			SR		1
Peterborough – 185 King Street	HRDC	2			M		1
Simcoe	HRDC	2			M		1
Sturgeon Falls	HRDC	1			SR		

ACCESS CENTRE	HOST PARTNER	FULL SERVICE	SPECIALTY	SATELLITE	COMMUNITY TYPE	CAP SITE	PILOT SITE
Tillsonburg	HRDC	1			SR		1
Toronto-Lakeside	HRDC	1			LU		1
Woodstock	HRDC	1			M		1
Ottawa – York Street	*Canadian Heritage	1			LU		1
Toronto – Harbourfront	*Canadian Heritage	1			LU		1
Ajax	Canada Post			1	LU	1	
Alfred	Canada Post			1	SR		
Barrie	Canada Post			1	M	1	
Brampton	Canada Post			1	LU	1	
Brantford	Canada Post			1	M	1	
Brooklin	Canada Post			1	LU	1	
Burlington	Canada Post			1	LU	1	
Cambridge	Canada Post			1	LU	1	
Chapleau	Canada Post			1	SR		
Don Mills	Canada Post			1	LU	1	
Dryden	Canada Post			1	SR		
Etobicoke – Kipling Avenue N	Canada Post			1	LU	1	
Etobicoke – The West Mall	Canada Post			1	LU	1	
Guelph	Canada Post			1	M	1	
Hamilton	Canada Post			1	LU	1	
Hearst	Canada Post			1	SR		
Kingston	Canada Post			1	LU	1	
Kitchener	Canada Post			1	LU	1	
London – Richmond Street	Canada Post			1	LU	1	
London – Wellington Road	Canada Post			1	LU	1	
Marathon	Canada Post			1	SR		
Markham	Canada Post			1	LU	1	
Mississauga	Canada Post			1	LU	1	
Niagara Falls	Canada Post			1	LU	1	
Niagara-on-the-Lake	Canada Post			1	LU		1
North Bay – Worthington Street	Canada Post			1	M	1	
Oakville	Canada Post			1	LU	1	
Ottawa – Merivale Road	Canada Post			1	LU	1	
Ottawa – Sparks Street	Canada Post			1	LU	1	

ACCESS CENTRE	HOST PARTNER	FULL SERVICE	SPECIALTY	SATELLITE	COMMUNITY TYPE	CAP SITE	PILOT SITE
Tillsonburg	HRDC	1			SR		1
Toronto-Lakeside	HRDC	1			LU		1
Woodstock	HRDC	1			M		1
Ottawa – York Street	***Canadian Heritage**	**1**			**LU**		**1**
Toronto – Harbourfront	***Canadian Heritage**	**1**			**LU**		**1**
Ajax	Canada Post			1	LU	1	
Alfred	Canada Post			1	SR		
Barrie	Canada Post			1	M	1	
Brampton	Canada Post			1	LU	1	
Brantford	Canada Post			1	M	1	
Brooklin	Canada Post			1	LU	1	
Burlington	Canada Post			1	LU	1	
Cambridge	Canada Post			1	LU	1	
Chapleau	Canada Post			1	SR		
Don Mills	Canada Post			1	LU	1	
Dryden	Canada Post			1	SR		
Etobicoke – Kipling Avenue N	Canada Post			1	LU	1	
Etobicoke – The West Mall	Canada Post			1	LU	1	
Guelph	Canada Post			1	M	1	
Hamilton	Canada Post			1	LU	1	
Hearst	Canada Post			1	SR		
Kingston	Canada Post			1	LU	1	
Kitchener	Canada Post			1	LU	1	
London – Richmond Street	Canada Post			1	LU	1	
London – Wellington Road	Canada Post			1	LU	1	
Marathon	Canada Post			1	SR		
Markham	Canada Post			1	LU	1	
Mississauga	Canada Post			1	LU	1	
Niagara Falls	Canada Post			1	LU	1	
Niagara-on-the-Lake	Canada Post			1	LU		1
North Bay – W...rthington Street	Canada Post			1	M	1	
Oakville	Canada Post			1	LU	1	
Ottawa – Merivale Road	Canada Post			1	LU	1	
Ottawa – Sparks Street	Canada Post			1	LU	1	

ACCESS CENTRE	HOST PARTNER						
Ottawa – Third Avenue	Canada Post			1	LU	1	
Peterborough – 150 King Street	Canada Post			1	M	1	
Richmond Hill – Arnold Street	Canada Post			1	LU	1	
Richmond Hill – West Beaver Creek	Canada Post			1	LU	1	
Sault Ste. Marie	Canada Post			1	M	1	
Streetsville	Canada Post			1	LU	1	
Sudbury – Lasalle Blvd.	Canada Post			1	LU	1	
Sudbury – Lisgar Street	Canada Post			1	LU	1	
Toronto – 2384 Yonge Street	Canada Post			1	LU	1	
Wardsville	Canada Post			1	SR		
Waterloo	Canada Post			1	LU	1	
Wawa	Canada Post			1	SR		
Wellington	Canada Post			1	M		1
Whitby	Canada Post			1	LU	1	
Windsor	Canada Post			1	LU	1	
Quebec							
Alma	HRDC	1			M		1
Causapscal	HRDC	1			SR		
Chibougamau	HRDC	1			SR		
Drummondville	HRDC	1			M		1
Forestville	HRDC	1			SR		
Gaspé	HRDC	1			SR		1
La Tuque	HRDC	1			SR		
Louiseville	HRDC	1			SR		
Mont-Laurier	HRDC	1			SR		1
Montréal (Café Jeunesse)	HRDC		1		LU		1
Repentigny	HRDC	1			LU		1
Saint-Hyacinthe	HRDC	1			M		1
Ville-Marie	HRDC	1			SR		
Chicoutimi – Racine	Canada Post			1	LU	1	
Chicoutimi – Nord	Canada Post			1	LU	1	
Cowansville	Canada Post			1	SR		
Disraeli	Canada Post			1	SR		
Havre-Saint-Pierre	Canada Post			1	SR		
Hull	Canada Post			1	LU	1	
Jonquière – Kenogami	Canada Post			1	LU	1	

ACCESS CENTRE	HOST PARTNER	FULL SERVICE	SPECIALTY	SATELLITE	COMMUNITY TYPE	CAP SITE	PILOT SITE
La Malbaie	Canada Post			1	SR		
Laval – Saint-Martin	Canada Post			1	LU	1	
Longueuil	Canada Post			1	LU	1	
Matagami	Canada Post			1	SR		
Montréal – Ahuntsic	Canada Post			1	LU	1	
Montréal – Côte Saint-Luc	Canada Post			1	LU	1	
Montréal – Jean-Talon	Canada Post			1	LU	1	
Montréal – Notre-Dame-de-Grâce	Canada Post			1	LU	1	
Montréal – boul. Saint-Laurent	Canada Post			1	LU	1	
Montréal – Snowdon	Canada Post			1	LU	1	
Montréal – rue Université	Canada Post			1	LU	1	
Montréal – Youville	Canada Post			1	LU	1	
Pierrefonds	Canada Post			1	LU	1	
Québec – rue Dalhousie	Canada Post			1	LU	1	
Québec – Galeries de la Capitale	Canada Post			1	LU	1	
Québec – Haute Ville	Canada Post			1	LU	1	
Québec – Sainte-Foy	Canada Post			1	LU	1	
Québec – rue Saint-Paul	Canada Post			1	LU	1	
Roberval	Canada Post			1	SR		
Saint-Hubert	Canada Post			1	LU	1	
Saint-Jean-Port-Joli	Canada Post			1	SR		1
Saint-Laurent – Cartierville	Canada Post			1	LU	1	
Saint-Laurent – boul. Décarie	Canada Post			1	LU	1	
Senneterre	Canada Post			1	SR		
Sutton	Canada Post			1	SR		1
Trois-Rivières	Canada Post			1	LU	1	
New Brunswick							
Edmundston	HRDC	1			M		1
Richibucto	HRDC	1			SR		1
Moncton – Canada Place	*Canadian Heritage	1			M		1
Bouctouche	Canada Post			1	SR		1
Fredericton	Canada Post			1	M	1	
Moncton – St. George Street	Canada Post			1	M	1	
Saint John – Church Avenue N	Canada Post			1	LU	1	
Saint John – Rothesay Avenue	Canada Post			1	LU	1	

ACCESS CENTRE	HOST PARTNER	FULL SERVICE	SPECIALTY	SATELLITE	COMMUNITY TYPE	CAP SITE	PILOT SITE
La Malbaie	Canada Post			1	SR		
Laval – Saint-Martin	Canada Post			1	LU	1	
Longueuil	Canada Post			1	LU	1	
Matagami	Canada Post			1	SR		
Montréal – Ahuntsic	Canada Post			1	LU	1	
Montréal – Côte Saint-Luc	Canada Post			1	LU	1	
Montréal – Jean-Talon	Canada Post			1	LU	1	
Montréal – Notre-Dame-de-Grâce	Canada Post			1	LU	1	
Montréal – boul. Saint-Laurent	Canada Post			1	LU	1	
Montréal – Snowdon	Canada Post			1	LU	1	
Montréal – rue Université	Canada Post			1	LU	1	
Montréal – Youville	Canada Post			1	LU	1	
Pierrefonds	Canada Post			1	LU	1	
Québec – rue Dalhousie	Canada Post			1	LU	1	
Québec – Galeries de la Capitale	Canada Post			1	LU	1	
Québec – Haute Ville	Canada Post			1	LU	1	
Québec – Sainte-Foy	Canada Post			1	LU	1	
Québec – rue Saint-Paul	Canada Post			1	LU	1	
Roberval	Canada Post			1	SR		
Saint-Hubert	Canada Post			1	LU	1	
Saint-Jean-Port-Joli	Canada Post			1	SR		1
Saint-Laurent – Cartierville	Canada Post			1	LU	1	
Saint-Laurent – boul. Décarie	Canada Post			1	LU	1	
Senneterre	Canada Post			1	SR		
Sutton	Canada Post			1	SR		1
Trois-Rivières	Canada Post			1	LU	1	
New Brunswick							
Edmundston	HRDC	1			M		1
Richibucto	HRDC	1			SR		1
Moncton – Canada Place	***Canadian Heritage**	**1**			**M**		**1**
Bouctouche	Canada Post			1	SR		1
Fredericton	Canada Post			1	M	1	
Moncton – St. George Street	Canada Post			1	M	1	
Saint John – Church Avenue N	Canada Post			1	LU	1	
Saint John – Rothesay Avenue	Canada Post			1	LU	1	

ACCESS CENTRE	HOST PARTNER	FULL SERVICE	SPECIALIST	SATELLITE	CLIENTSHIP TYPE	EAP SITE	PILOT SITE
Nova Scotia							
Chéticamp	HRDC	1			SR	1	1
Inverness	HRDC	1			SR		1
Petit de Grat	HRDC	1			SR	1	1
Port Hawkesbury	HRDC	1			SR		1
Port Hood	HRDC	1			SR	1	1
St. Peter's	HRDC	1			SR	1	1
Whycocomagh	HRDC	1			SR	1	1
Dartmouth	Canada Post			1	LU	1	
Halifax – Almon Street	Canada Post			1	LU	1	
Halifax – Founder's Square	Canada Post			1	LU	1	
Louisbourg	Canada Post			1	M		1
Prince Edward Island							
Charlottetown – St. Peters Road	HRDC	1			M		1
Alberton	Canada Post			1	SR	1	
Charlottetown – Kent Street	Canada Post			1	M	1	
Georgetown	Canada Post			1	SR	1	
Kensington	Canada Post			1	SR	1	
Souris	Canada Post			1	SR	1	
Summerside	Canada Post			1	SR	1	
Newfoundland and Labrador							
Corner Brook	HRDC	1			M		1
Grand Falls – Windsor	HRDC	1			SR		1
Happy Valley – Goose Bay	HRDC	1			SR		
Harbour Grace	HRDC	1			SR		1
St. Anthony	HRDC	1			SR		
Marystown	Canada Post			1	SR		
St. John's – Kenmount Road	Canada Post			1	LU	1	
St. John's – Water Street	Canada Post			1	LU	1	
Yukon							
Dawson City	HRDC	1			SR		1
Watson Lake	HRDC	1			SR	1	1
Northwest Territories							
Fort Simpson	HRDC	1			SR		
Nunavut							
Iqaluit	HRDC	1			SR		1
Totals		*39*	*4*	*116*		*17*	*59*

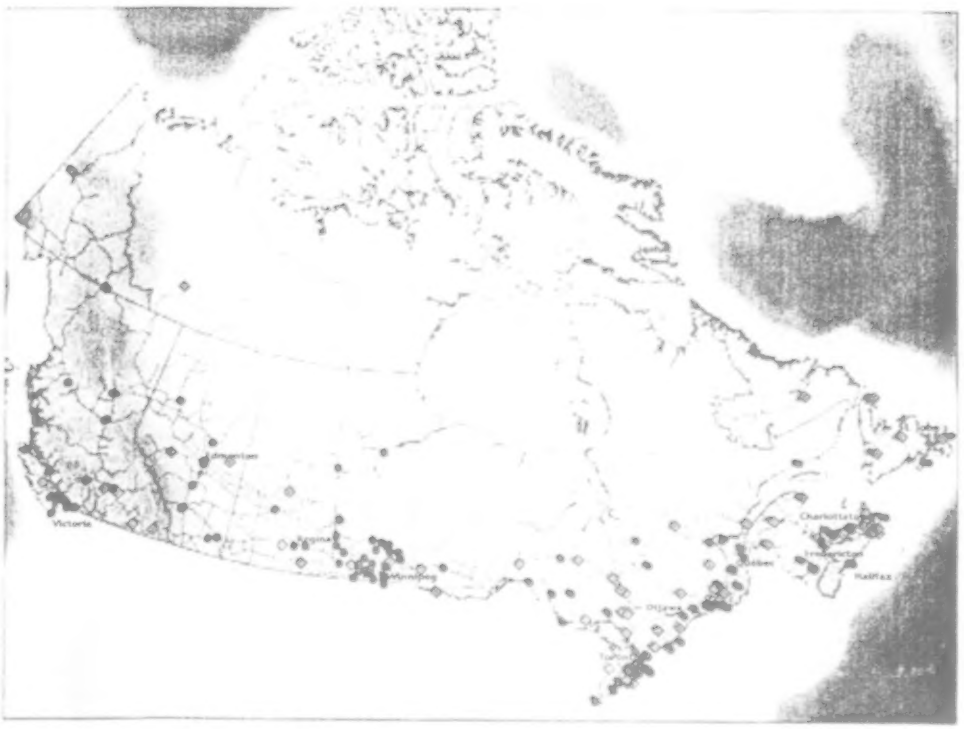
Note: The number of full service access centres was reduced to 63 effective April 1, 2003. See explanation of asterisk below.

Legend:

LU – Large Urban (within a Census Metropolitan Area (CMA))
M – Medium (within a Census Agglomeration (CA) and population exceeds 20,000)
SR – Small and Rural (within a Census Subdivision that is not part of a CMA or CA, or within a CA with a population of 20,000 or less)
CAP – Community Access Program
Pilot – Access centre that was part of the initial Service Canada pilot project led by Treasury Board Secretariat
*The six Canadian Heritage access centres that withdrew Service Canada services effective March 31, 2003 are shaded and marked with an asterisk.

APPENDIX 7

Service Canada Access Centre Network



SERVICE CANADA
Department Lead

Human Resources Development Canada (64)
Canadian Heritage (3)
◇ Canada Post (156)